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ABSTRACT

A product of the Offender Research Project, this handbook is intended for use in designing and implementing offender programs. The first of six chapters explains the necessity and techniques for developing community and financial support for offender programs. Chapter 2 is a synopsis of the twelve model projects developed as a part of the research project. Each model project summary includes a statement of the problem, methods for implementation and evaluation, and objectives. Chapter 3 lists resource persons who may be contacted for project assistance, and chapter 4 addresses the theory and practice of project evaluation and project monitoring. Chapter 5 is a report of the findings of a survey (appended) administered to each of the twenty-two Comprehensive Employment and Training Act (CETA) sponsors in Florida. The report provides a description of CETA's structure, role in the community, and orientation to offenders' needs. Finally, chapter 6 presents a review of available literature concentrating on selected offender programs presently in operation. (FP)

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# Offender Research Project

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## A Handbook for Designing and Implementing Offender Programs

CE 023 410

Jacksonville Community Council, Inc.
September, 1979

This project was supported by the Comprehensive Employment and Training Act, Governor's Special Grants -- Contract Number 79MP-1H-4-26-20. It was awarded by the Office of Manpower Planning, Florida Department of Community Affairs, now the Division of Employment and Training under the Florida Department of Labor.

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September 28, 1979

The Honorable Bob Graham
Governor of Florida
The Capitol
Tallahassee, Florida 32304

Dear Governor Graham:

Pursuant to the requirements of your Special Grants Program, I am pleased to submit the Offender Research Project: A Handbook for Designing and Implementing Offender Programs.

As you know, the long neglected offender target group is now eligible for CETA resources. However, there are very few examples in the State of close cooperation between criminal justice and CETA personnel. During the past seven months, a small and dedicated staff and a statewide advisory committee made up of CETA prime sponsors, criminal justice officials and interested citizens have attempted to improve communications between these groups. This handbook resulted from these efforts and is provided for future assistance to affected agencies.

We have attempted to identify offender needs and suggest possible approaches to meet these needs. Obviously, all of the included programs will not be practicable or even acceptable to some communities but they do suggest approaches, job descriptions, evaluation methods and workable implementation strategies which local and statewide agencies may find useful.

We are hopeful that the information in this handbook will assist interested agencies in implementing offender projects using CETA resources.

Respectfully,

Ed Austin, Chairman
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Advisory Committee

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# INTRODUCTION

The Offender Research Project was supported by Governor's Special Grants under Title II of the Comprehensive Employment and Training Act (CETA) administered by the U. S. Department of Labor. The grant was awarded to Jacksonville Community Council, Inc. for the period January 1, 1979 through September 30, 1979 by the Office of Manpower Planning in the Florida Department of Community Affairs, although the Project did not actually begin operation until March 5, 1979.

As stated in the grant proposal, the purpose of the Offender Research Project was to "develop model public service employment positions and projects which will ultimately provide critically needed educational and social services for offenders and ex-offenders." Specific project objectives included:

A. To develop formal linkages with prime sponsors, community organizations, and criminal justice agencies to facilitate the funding and support of offender projects;

B. To develop a replicable system of program management and implementation for fundable offender projects;

C. To initiate viable ideas and from these develop fundable offender projects;

D. To identify and assist funding agencies in directing financial resources to well designed model offender public service employment projects.

The Offender Research Project depended on two primary vehicles for the accomplishment of the foregoing objectives. First, a statewide advisory committee was formed composed of CETA prime sponsors, criminal justice representatives, and representatives of community agencies. The role of the advisory committee was to identify the needs of offenders and recommend a variety of approaches to meeting those needs. In particular, the committee was to recommend ways in which local CETA resources could be used to benefit offenders. During the first meeting of the advisory committee, the ideas for 12 model offender projects, which are described fully in this handbook, were outlined. During subsequent advisory committee meetings and work sessions these twelve projects were further developed and refined.

In addition, members of the advisory committee were asked to advise potential project operators about the most effective means of implementing offender projects. Since members of the committee included key decision-makers in the fields of criminal justice and CETA, their suggestions and descriptions of the political process constituted an extremely valuable and pertinent guide to action. Chapter II is a synopsis of these "secrets of success."

The second primary vehicle which the Project relied upon was the provision of technical assistance by project staff to program operators. Community agencies throughout the state who were interested in operating and/or funding offender projects were identified. The Offender Research Project staff was frequently responsible for establishing the initial linkage between the program operator and the funding agency. Moreover, they assisted with

proposal writing and coordination with other relevant and concerned organizations. As this document goes to press, seven of the twelve model offender projects are in the process of being implemented; two others are being considered by individual operators; and one has been approved for funding by a local CETA prime sponsor.

The purpose of this handbook is to provide potential program operators and funding agencies with sample projects which may be adapted to fit the needs of individual communities. Further, other information has been included to provide a complete "How To" guide for the successful development, implementation, management and evaluation of offender projects. Chapter I describes the political system in which offender projects, as well as others, are considered, approved and funded. Its location in the handbook as the first chapter is an indication of the emphasis it was felt should be given to this aspect of offender project development. Chapter II presents the twelve model projects in a standard grant proposal format. Chapter III lists persons who may be contacted for information and assistance for each of the offender projects. Chapter IV discusses evaluation techniques for offender projects, and Chapter V describes the maze of CETA programs and CETA organizational structure. Chapter VI presents an overview of selected offender programs identified through the search of the literature conducted by the staff.

# CHAPTER I

# IMPLEMENTATION: DEVELOPING COMMUNITY AND FINANCIAL SUPPORT FOR OFFENDER PROGRAMS

Nearly all program operators recognize the necessity when starting a program of finding a funding source and writing a grant proposal. Many of the most experienced and successful operators, however, would argue that accomplishing these tasks, although they are necessary, is less important than attending to the political process through which grants are reviewed and approved. Like all political systems, the system in which offender programs are considered consists of key actors playing important roles. Most of this chapter will be devoted to identifying those key actors and their roles. In addition, it will suggest ways for potential program operators to interact with other groups in the community and secure their support.

## Coordinating with Other Agencies

One influential group of actors in the political system of offender programs consists of the other agencies and organizations which serve offenders as clients, including law enforcement agencies, the courts, the prison system, social services agencies, and probation and parole offices. As the potential program operator perceives a need for a new offender program, an important initial step is to contact those other agencies to confirm that a need exists and obtain their help in determining the best strategy for meeting the need. For the potential program operator, the process of talking to other community agencies can be informative in a number of ways. It can add new dimensions to the operator's conception of the problem by outlining how a new program would affect the target group as well as involve the other agencies that deal with the target group. The agencies which will be referring clients to the new program or receiving referrals from it can be identified. Contacts with other agencies can also supply information and statistics to document the needs of offenders and describe the potential impact of the program on the community. Finally, such contacts should generate letters of support for the new program which will strengthen the operator's proposal to the funding agency.

Almost any human service effort, regardless of the clientele served, will require cooperation and acceptance from other agency personnel and officials. According to their own reports, many high-level criminal justice officials prefer to be contacted and involved at the early stages of program planning and development. Once the initial contact is made, responsibility for continuing coordination with the new program may be delegated to their staff, but top policy makers express a preference to be informed and directly involved in the beginning of such efforts.

## The Role of the Funding Agency Staff

The director of the funding agency, like the head of any organization, has specific program goals which must be met during each fiscal year. The

potential program operator can enhance his chances for success by finding out what those goals are and tailoring his presentation to include the agency's goals as well as his own. Information about the long-term goals of the funding agency can usually be obtained by reading the authorizing legislation and the agency regulations. Some funding agencies, including LEAA and CETA, issue complex RFP's (Requests for Proposals) at the beginning of their funding cycles and ask community agencies and operators to respond to these. RFP's state specifically what programs and what approaches the agency wants to fund that year.

While this information is helpful and easily obtained, other perhaps more useful information can be obtained through personal contacts with the funding agency staff. For example, if the agency previously funded a program similar to that being proposed by the operator and perceived it as a failure, a predisposition against the program will have been created. On the other hand, the agency director may favor a particular type of approach which he or she has found to be especially effective. Knowledge of the history of the funding agency's experience with similar programs or operators may help the operator avoid unnecessary pitfalls and make the most persuasive presentation possible.

It may also be necessary for the operator to correct a misperception that the problem is already being handled by another agency in the community. It is commonly assumed, for instance, that since the Department of Health and Rehabilitative Services has statutory authority over problem children, the needs of such children are being met and should be met only by DHRS. In fact, however, staff members at DHRS readily admit that they need the help of other agencies in the community to accomplish their goals.

When contacting the funding agency it is important to have adequate documentation of the problem as well as an outline of the program and a description of the impact the program is expected to have on the target group and the larger community. This information will have been obtained largely through contacts with other community agencies. Armed with the documentation of the problem plus some knowledge of what the funding agency is looking for, the potential operator is ready to prepare the grant proposal. It is at this stage that the operator develops a close working relationship with the funding agency's planners. Planners are generally the only people who actually read grant proposals. Consequently, their assistance in preparing the proposal is essential. Most funding agencies expect to provide such assistance, and many will make special arrangements, such as holding workshops for applicants, to do so.

Finally, applicants are well-advised to follow the agency's instructions for completing the grant proposal very carefully. The proposal becomes the contract between the program operator and the funding agency and thus is the primary means by which the operator and the funding agency are held accountable for what they do in the program. Consequently, it is not in the interest of either the funding agency or the operator for incomplete proposals to be approved.

## The Role of Elected Officials and Planning Councils

Once the funding agency staff has reviewed the proposal and made its recommendations, the final decision will usually be made by some body chosen to be representative of the community. It may be a council whose members are appointed as representatives of different groups in the community, or it may be an elected governing body such as a county commission. These councils and commissions vary from one community to another in the extent of their dependence on administrative staff for guidance and information. Some have a great deal of confidence in the agency staff and usually accept staff recommendations without much question. Other councils, whose members may be responding to pressures different from those that motivate the agency staff, may exercise quite independent judgment when grant proposals are reviewed. As a general rule, the relationship between the council and funding agency staff members is fairly congenial. Agency staff are accountable to council members and usually try to be responsive to their concerns.

No matter what the relationship is between the council and the administrative staff, the decisions to approve grants and fund programs are rarely made in the open session of the council meeting; the operator who has not prepared ahead of time and laid the groundwork for a favorable outcome at such a meeting risks failure. Again, if the agency staff has the confidence of council members, the operator's relationship and understanding with staff will usually be sufficient to insure approval. On the other hand, if the council tends to be independent, it will be important for the operator to have arranged before the meeting for one member to move approval of his program, another to second the motion, and for enough favorable votes for passage. This is accomplished by meeting individually with council members and discovering and answering their concerns ahead of time. It is at this point that the operator should be prepared to respond to questions about cost-efficiency and the benefits of the program to the community, which as representatives of the general public, most council members feel constrained to ask.

## Building and Sustaining a Reputation in the Community

Program operators who are successful grantsmen emphasize that getting the grant approved is only the beginning of their responsibility. In order to be considered for future grants, the operator must build an impeccable reputation in the community. He or she must be accountable to the funding agency, the client group and the taxpayers for seeing that the job is done well. One way for the operator to build long-term community support for his program is to become an active member of community groups. Membership in community organizations and local planning councils helps the operator acquire a reputation as someone who is helping to solve problems in the community. In addition, community group memberships insure that the operator will hear about available money and opportunities for improving or expanding his program.

Finally, getting the grant carries the obligation to broaden the base of community support for the program so that it has a chance of continuing when the grant ends. Some program operators have successfully employed a strategy of applying for overlapping government grants which sustain the overall program by supporting particular program activities which the funding agency wants to promote. Other operators have sought to be included in the annual budgets of government human service agencies or United Way organizations. Contributions from foundations and civic organizations can also help to provide a more secure and lasting base of financial support. This is perhaps the most difficult task in the implementation process and because it requires long-range planning, the most frequently ignored by program operators. For example, some of the more effective programs which were originally funded with LEAA seed money have been abandoned because this effort was not made. In the meantime, the expectations of various client groups and the community were raised and not met. While it would not be advisable to continue every human service program begun under a government grant, program operators should keep in mind that bringing an effective program to an abrupt halt for lack of funding may have unfortunate consequences. The program's clients may become disillusioned, the agency's reputation may suffer, and the program staff may be thrown out of work. In terms of avoiding these consequences, a potential operator would do well to take into consideration in the early stages of program development alternative sources of funding for the future.

## Conclusion

The reader may note that the foregoing comments and suggestions have only rarely referred directly to offender programs. This is because grants in the social services are part of a larger grant-in-aid system for which the political process is largely the same. While the authorizing legislation outlines the goals of each grant-in-aid program and describes an overall preferred approach, it is frequently a matter of local discretion as to how funds will be allocated to meet program objectives. For this reason, the most successful program operators will be those who are aware and active participants in the local political system. The acquisition by program operators of a small measure of political awareness and skill will return much greater benefits in terms of securing financial and community support for offender programs than many other investments of time or effort. The placement of this chapter at the beginning of the handbook is intended to emphasize this point.

# CHAPTER II

# SELECTED OFFENDER PROGRAMS

## Directions to Users

Included in this chapter are 12 model project proposals which represent the culmination of the ideas and suggestions of many people who contributed to the Offender Research Project. Each proposal contains the following standard sections:

Project Operator - suggests the type of agency or organization envisioned as the appropriate operator of the project. In Chapter III of this handbook persons who are experienced in running these or similar model projects are listed. Each one is a valuable resource person who may be contacted for information and help. Persons interested in implementing one or more of the projects are encouraged to seek their assistance.

Statement of the Problem - outlines the needs of offenders which are addressed by the project. Blanks which appear in these sections call for the inclusion of statistics which reflect the local situation.

Project Objectives - describes the intended accomplishments of the project in broad terms. In order to facilitate evaluation of the project, these broadly-stated objectives should be converted into specific measurable ones, based on the local situation and the experience of knowledgeable persons in the field. The following are examples of specific, measurable performance objectives. Also, see Chapter IV - Project Evaluation.

A. Given a three week training program, three CETA eligible manpower employees will develop knowledge and skills in counseling, referring, and investigating parolees, and skills in information processing.

B. Given three manpower employees trained in counseling procedures, the project will service 400 clients in one year.

C. Given three manpower employees trained in referral techniques, 300 clients will be referred to community agencies in one year.

D. Given three manpower employees trained in investigation techniques, 150 background investigations will be completed in one year.

E. Given three manpower employees trained in information processing, 2,000 client records will be organized, microfilmed, and destroyed at the end of the project.

Project Methods - describes in detail the project operations, and may include brief descriptions of personnel, organizational structure, timetables of operation, etc.

Evaluation Methods and Procedures - reiterates the objectives of the project and suggests the data to be collected to assess the project's effectiveness.

# Dental Technicians Project

Project Operator

Department of Corrections and professional associations

Statement of the Problem

The Congress of the United States recognizes offenders as those who require assistance in overcoming artificial barriers to employment resulting from a record of arrest or conviction, and emphasizes that such individuals should be provided counseling, training, employment and related assistance and supportive services under the Comprehensive Employment and Training Act.

The prison system of the State of Florida during FY '77-78, had an average daily prison population of 20,200 inmates. According to the Director of Institutional Dental Services for the State of Florida and the Chief of Dental Services at the Union Correctional Institution, there are sufficient numbers of inmates who can qualify for training as dental lab technicians. This includes both male and female inmates.

At the Broward Correctional Institution, Pembroke Pines, Florida, for example, an optical lab technicians course has been in operation for over two years. Female inmates are trained in all phases of ophthalmic optics. According to Dr. Bernard Kaplan who instituted and supervised the program for the first two years, there is an ample pool of qualified inmates for training who after training had no difficulty obtaining employment.

The supervising managers of the largest dental labs located in Tampa and Jacksonville have both said that there is a need for properly trained technicians. They stressed the need for qualified instruction and up-to-date training equipment.

According to an employment survey published in March 1979 by the National Association of Dental Laboratories, 64% of the laboratories participating in the survey reported the need for additional personnel; 43% of the laboratories said they could employ additional personnel immediately, and 48% indicated that they expect to need additional employees over the next two years. The survey also showed a preference for in-laboratory training plus formal courses outside the laboratory.

There currently exists a dental lab at the Union Correctional Institution. Eighteen to twenty inmates work at the lab making dental appliances for prisoners at all of the state institutions. They are supervised by the Chief of Dental Services at UCI together with the lab supervisor and assistants. They are presently working eight hours per day, six days a week. As of September, 1979, this lab was over 800 prescriptions behind in its orders.

It is obvious from the aforementioned figures and statistics, that there is ample justification for expanding the dental lab within the prison system. The large inmate population is fertile ground for recruiting qualified candidates for lab training. The huge demand for dental appliances within the prison system offers more than enough cases needed for training purposes.

The inmates' training within this program will contribute greatly to the general health and well being of the inmate population by providing them with the necessary dental appliances and most importantly, teaching them a useful trade that will be helpful in securing meaningful employment upon release.

## Project Objectives

A. To establish and maintain liaison with the Department of Corrections and the Department of Health and Rehabilitative Services of the State of Florida for the purpose of establishing within the prisons several dental laboratories, in addition to the existing one at Union Correctional Institution.

B. To establish amd maintain liaison with the American Dental Association, the Florida Dental Association, the National Association of Dental Laboratories, the Florida Association of Dental Laboratories as well as the individual dental laboratories around the State of Florida for the purpose of seeking their cooperation and assistance in expanding the dental laboratory services in the state prison system in order to fully train inmates as dental lab technicians.

C. To train inmates in the manufacture of dental appliances through classroom instruction and lab training.

D. To furnish participants completing the course with a certificate which can be used to verify employment skills upon release.

## Project Methods

Prospective participants will be interviewed and tested by the Chief of Dental Services and/or the lab supervisor to determine their qualifications to enter the program. Preference will be given to inmates who are within two years of being released.

A classroom and laboratory will be set up in the prison facility. The Chief of Dental Services of the prison facility together with the dental lab supervisor and assistants will give classroom instruction to the participants during a part of the working day. The balance of the day will be spent in lab training involving the use of real equipment and dental appliances. Initially, inmates will be trained to make complete

and partial dentures, bridges and crowns. Training in ceramics and orthodontics will be added to the program when money and the services of trained instructors are secured.

Material and advice will be solicited from the American Dental Association, the Florida Dental Association, the National Association of Dental Laboratories, the Florida Association of Dental Laboratories and the private dental laboratories in the state. In particular, assistance will be sought from the above organizations with respect to setting up criteria to be used in selecting participants for the program as well as for curriculum to be used in the classroom and laboratory training of the participants.

Evaluation Methods and Procedures

Goal 1: To determine the amount and type of service provided by the Dental Technicians Project.

Subgoal: To determine the number of dental laboratories established within the state prison system in addition to the lab at Union Correctional Institution.

Goal 2: To evaluate the effectiveness of the Project in assisting clients to upgrade education and training in preparation for work, and to secure gainful employment.

Subgoal 2a: To determine the number who enrolled in the training project.

Subgoal 2b: To determine the number of participants completing the training and receiving a certificate.

Subgoal 2c: To determine the number of participants able to secure employment in the dental laboratory field.

Goal 3: To evaluate community reaction to the Dental Technicians Project.

Subgoal 3a: To sample opinions of personnel in private dental laboratories about the effectiveness of the Project.

Subgoal 3b: To sample opinions of members of various professional associations in the dental laboratory field.

Goal 4: To evaluate the contribution of various elements of the operating system, such as personnel, equipment and supplies, office facilities, financial support, time schedule, and community support to the overall effectiveness of the Dental Technicians Project.

Subgoal: To sample opinions of Project personnel about the adequacy of the equipment and supplies, facilities, financial and community support.

## Job Description - Dental Technician

### Nature of Work

Participant performs all steps required to complete operations in processes requiring a high degree of skill and precision. Requires wide technical knowledge of variations of tooth form, of the general contour of the appliance-supporting tissue, and of articulation in the fabrication of oral prosthodontic devices.

Participant will have technical control over laboratory supplies and equipment which includes stock levels and inventories. Preparing order lists and maintaining schedules of equipment. Assisting in the training of dental assistants for construction of individualized impression trays, record bases, occlusion rims, temporary crowns, and temporary bridges. Coordinating work loads and treatment schedules with dental assistants, dentists and laboratory secretaries. Recommending to the Chief of Dental Services those procedures, supplies, and equipment that will upgrade the services performed by the Dental Services.

### Examples of Work

Pouring and trimming artificial stone cases.
Adapting record bases and making occlusal rims.
Articulating costs.
Selecting teeth from prescription.
Articulating teeth.
Waxing dentures for try-in.
Waxing dentures for anatomic form.
Flashing, processing and recovery of acrylic dentures.
Remounting dentures on articulator, adjusting occlusions.
Contouring and finishing acrylic dentures.
Carrying out work authorization forms prescribed by dentists for partial removable metal dentures and framework.
Block out of master cast for refractory duplicate cost.
Duplicate cast in refractory material for working cost.
Preparation of pattern for cast metal removable partial dentures, including adaptation of facings and on tube teeth.
Investing patterns on refractory casts for cast metal partial dentures.
Casting metal for appliances.
Finishing cast metal removable partial dentures, including perfection of occlusion.
Fixed partial dentures and bridge work.
Preparation of wax patterns for abutments, full cast crowns, 3/4 cast crown inlays.
Preparation of wax patterns for partials.
Investing wax patterns for casting.
Casting gold for abutments and partials.
Finishing gold casting.
Assembling casting for soldering.
Investing for soldering and soldering.
Finishing and polishing fixed partial dentures.

# Diversionary and Support Services Directory

Project Operator

A central crisis or information and referral services center

Statement of the Problem

In the not too distant past, the criminal justice system had very few options in the treatment of offenders. The offender could be given a severe verbal reprimand, a monetary fine or a jail sentence. Court dockets were not as crowded and with so few alternatives, the job of the sentencing judge was relatively simple.

Dramatic increases in the crime rate which significantly increased the workload on the entire justice system have changed the entire picture. It is no longer possible to dispose of cases in a simple, one, two or three manner. Sending an offender back into a rural or small town setting after a severe verbal reprimand is not a reasonable or practical solution in an urban setting. Monetary fines as an alternative to incarceration are not a practical solution for the vast numbers of offenders who could not pay the fines but whose crime did not really warrant imprisonment. Yet it is nothing more than an exercise in futility to send the offender back to the same community where he committed his offense.

The parole and probation system evolved as a solution to this difficult situation. Verbal chastisement plus subsequent supervision of the offender in the community is a viable solution to a very thorny problem, and community supervision as opposed to institutional incarceration saves many tax dollars. It costs many times more to keep an offender in jail than it does to supervise that offender on the street. The cost of keeping an offender in a state prison is estimated at $10,000 to $15,000 per year. The estimated cost of supervising an offender outside of prison is $1.02 per day, of which the offender pays $10 per month.

On the contemporary criminal justice scene, the situation regarding alternatives to sentencing of offenders is again complicated and rather confused. The confusion occurs not in the lack of sentencing alternatives or diversions, but rather from a plethora of practical and workable alternatives. The increasing numbers of women and juveniles going through the criminal justice system have created different kinds of problems. The large numbers of drug-related cases and the increasing numbers of alcohol-related cases create an ever-expanding need for even more solutions.

The problem presently facing the criminal justice system is not a lack of alternatives to incarceration of offenders. Neither is it a lack of diversionary services available to the system in dealing with offenders. It is rather, a lack of coordination between the large number of public and private agencies and offices that are continuously creating and changing alternatives to sentencing of offenders and the lack of confidential information on the possibilities of diversion.

A central office which will be responsible for compiling and disseminating all the available information in the area of sentencing alternatives and diversionary possibilities to sentencing is sorely needed. The Circuit and County judges responsible for sentencing offenders are not fully or even adequately informed as to the resources available. No one agency has all the available information regarding sentencing alternatives. With the continuing over-crowded court calendars and the necessity to dispose of the cases pending before the courts, the need for a complete, concise and practical directory of the diversionary services available to the courts in sentencing offenders is very real.

In addition, because of the continually changing picture in this area, there is a parallel need to keep the directory current and to make certain that the changes are conveyed to the segments of the criminal justice system involved.

## Project Objectives

The goal sought to be accomplished in this program is to locate, compile and distribute up-to-date information concerning diversions and alternatives to sentencing of offenders before the courts. The parallel, if not more important goal, is the development of a bank of job information for offenders which will be readily available to the judges and probation officers. This information can be used as a valuable diversion and alternative to sentencing of the offenders. This is particularly important when it is taken into consideration that the majority of offenders are poor and unemployed at the time of arrest. Such a storehouse of valuable information available to the authorities which can locate jobs for offenders, would be useful to the courts and offenders alike.

The long-range goals are to construct a handbook and a method for keeping it up-to-date so that it can be maintained by one additional staff member at the operating agency.

## Project Methods

In order to accomplish the goals heretofore outlined, a survey will be conducted for the purpose of locating various agencies in the community that have accumulated information concerning jobs which could be available to offenders. In addition, staff will locate agencies that can provide assistance to offenders, such as drug treatment centers, alcohol treatment centers, etc. The information thus gathered will be evaluated for usefulness in the preparation of a diversionary services directory.

Contacts will be made with the judges of the various courts as well as the Parole and Probation Officers, State Attorneys, Public Defenders, Sheriffs, prison and jail officials. Input from these officials will help develop ideas to make up the services directory.

Contacts will also be made with agencies operating any kind of "job bank" or other information gathering service of that nature. The information thus gained will be a ready tool for use by parole and probation officers and the judges in the consideration of alternative sentencing for offenders.

The experienced staff at the Project Operator's office will teach CETA employees how to conduct the kinds of surveys needed to gather the information for the directory. The participants will also be taught how to put the information gathered in the form necessary for producing the directory.

The completed directory will be distributed to Judges, Parole and Probation Officers, State Attorneys, Public Defenders, Sheriffs, state and local detention personnel and other persons the Project Operators determines may use such a directory to benefit offenders.

Evaluation Methods and Procedures

Goal 1: To determine the amount and type of service provided by the Diversionary and Support Services Directory.

Subgoal 1a: To determine the number of contacts made by participants to gather information.

Subgoal 1b: To determine the number of Judges, Parole and Probation officers, State Attorneys, Public Defenders, who made reference to the material in the directory.

Goal 2: To evaluate community reactions to the Diversionary and Support Services Directory Project.

Subgoal 2a: To sample opinions of human service agency personnel and criminal justice personnel about the effectiveness of the Directory.

Subgoal 2b: To sample the opinions of the various segments of the Criminal Justice System to evaluate the usefulness of the Directory and determine what additional information should be included in future directories.

Subgoal 2c: To determine if the Directory is kept up-to-date by employees.

Goal 3: To evaluate the contribution of various elements of the operating system, such as personnel, equipment and supplies, office facilities, financial support, time schedule, and community support to the overall effectiveness of the Project.

Subgoal 3a: To sample the opinions of Project personnel about the adequacy of the equipment and supplies, facilities, financial and community support.

Subgoal 3b: To sample the opinions of clients about the effectiveness of the Project personnel, facilities, community support, etc.

Timetable

| ACTIVITY | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Agency Training Classes | X | X | | | | | | | | | | |
| Training in General Office Procedures | X | X | X | | | | | | | | | |
| Information gathering and compiling. | | | X | X | X | X | X | X | X | X | X | X |
| Preparation and dissemination of directory | | | | | | | | | | X | X | X |

## Job Description - Project Coordinator

Nature of Work - This is a highly skilled paraprofessional position in the social service program.

The employee is responsible for program planning and development of a county wide information network within the criminal justice system.

The employee is responsible for initiating and maintaining effective working relationships with a variety of social service agency personnel in cooperating programs, as well as train and employ the skills of salaried staff and volunteer personnel.

The employee is responsible for developing directories of alternative resources, documenting met and unmet needs, and evaluating the effectiveness of the project system.

### Illustrative Tasks

. Develops policies and procedures for an area survey.

. Provides training and supervision to salaried staff and volunteer personnel.

. Establishes liaison with community agencies for the purpose of communicating and interpreting agency functions.

. Prepares reports and evaluations on the program.

. Supervises the preparation of directory of alternative resources.

### Knowledge, Abilities, Skills

Knowledge of the basic social and health services in the local community.

Ability to achieve rapport and to establish effective relationships with community agency personnel and persons in the criminal justice system.

Ability to correspond and communicate effectively, and to prepare and to submit comprehensive reports.

Ability to direct and coordinate the work of associates.

### Desired Training and Experience

Degree and/or experience in social work or related helping professions.

Minimum one year of work experience, or comparable experience with training in information services, and supervisory responsibility.

## Job Description - Program Administrative Aide

### Nature of Work

This is a skilled position in the social service program. The employee is responsible for data gathering and assisting with the development of a local directory of information to be used in the criminal justice referral/alternative system.

The employee is responsible for maintaining effective working relationships with a variety of social service agency personnel in cooperating programs.

The employee reports directly to the Project Coordinator.

### Knowledge, Abilities, Skills

A. Ability to achieve rapport and to establish effective relationships with clients, community agency personnel and other interested persons.

B. Skills to communicate via: reading, legible writing, conversing face to face and/or telephone.

C. Knowledge of the local area.

D. Ability to provide own transportation in order to conduct the necessary surveys.

### Desired Training and Experience

Public relations experience and ability.

Minimum of high school education.

Completion of agency training classes.

### Basic Duties

Receives delegated duties from the Project Coordinator.

Contacts community resources (as assigned by the Project Director) and records information received from them.

Documents information gathered from the community in order to assist in the evaluations as set up within the special project.

Assists the clerk/typist when necessary for interpretation of data gathered.

# Fiscal Aides Project

## Project Operator

Department of Corrections
Probation and Parole Services

## Statement of the Problem

On July 1, 1974, the duties of the parole and probation officers throughout the state of Florida changed as a result of the passage of Florida Statute 945.30. This law required that parole and probation officers collect from probationers and parolees a monthly sum of money labeled as "cost of supervision." The amount of the monthly sum to be collected under this law was to be from $10 to $50 per month from each probationer, parolee and Mandatory Conditional Releasee (MCR). The added responsibility placed on the parole and probation officers added to the officers' already heavy burden, and officers found themselves in the incongruous position of reaching out with one hand to help an offender and with the other hand into the offender's pocket to collect money.

According to the National Council on Crime and Delinquency, the recommended caseload of a parole and probation officer should not exceed 35 clients under supervision per month along with three major ongoing investigations. However, in Duval County, for example, each of the officers has a caseload of almost 100 clients per month and handles five major ongoing investigations. Even though the addition of one seemingly small item to their job did not seem significant, it has given the officers a tremendous burden of time-consuming paperwork added to their work schedules. This additional paperwork takes valuable time away from the officers' primary duty of counseling, guidance and supervision of their clients.

## Project Objectives

The main goal of the Fiscal Aides Project is to meet the requirement of F. S. 945.30 requiring that a local parole and probation office be responsible for the collection of "cost of supervision" from probationers, parolees and MCR's while at the same time relieving the individual parole and probation officers from the task of collection and paperwork concerning the "cost of supervision."

By relieving the parole and probation officers of the personal responsibilities of "cost of supervision" collection, they will have more time to counsel the probationers and parolees under supervision, and assist with job finding and information and referral. It will also allow additional time to parole and probation officers to do the court-ordered investigations.

An additional goal of this project is the training of CETA eligible persons in bookkeeping and working with the public and other office practices.

Project Methods

The goals previously described will be accomplished by the integration of the CETA eligible persons (participants) into the probation and parole office system. The supervisor in charge of the office will be responsible for the training of the participants. At his/her direction, parole and probation officers and office employees will train the participants in the fiscal operation of the office as it relates to the collection of "cost of supervision" payments ordered by the courts. Participants will learn by trial and error as well as by observing and listening to instructions how to post the amounts collected for "cost of supervision" or other sums ordered by the courts for an offender to pay through the parole and probation office. The participants will learn how to keep accounting ledgers, make written monthly reports and keep records of the amounts paid by each probationer or parolee into the parole and probation office. Participants will learn how to interact with the parole and probation office personnel as well as the probationers and parolees.

As a result of the efforts and work of CETA employees, parole and probation officers will have more time to counsel and guide the offenders in their charge. The office personnel will have more time to do the paperwork required in each case.

CETA employees will be taught in the beginning of this project general office procedures such as answering the telephone, locating information in the office files, and other day-to-day office disciplines. Just as soon as it appears to the supervisor of the project that the participant is comfortable in the office and the routines above described, the participants will begin the process of mail opening and learning to post into the appropriate books and ledgers any monies received by the office from any probationer, parolee or MCR in payment of "cost of supervision," restitution, or any other monies ordered paid by a court of appropriate jurisdiction. Participants will learn how to tag a calendar in such a manner as to remind them when "cost of supervision," Written Monthly Reports and delinquent letters must be mailed out, and to advise officers of special appointments set up by such letters. Participants will also be taught human relations skills so that they can deal with probationers, parolees and MCR's in such a way as to maintain a good relationship.

When the participants have learned the procedures outlined above, they will have managed all of the activities necessary for the proper functioning of their department of the parole and probation office. A period of two months will be sufficient for the participants to learn their duties by the process of trial and error. The final 10 months will be spent by the participants in the actual operation of their department with the frequent supervision and guidance of the project supervisor and the other office personnel.

The CETA employees will work closely with the parole and probation officers on a daily basis. The ledger books, in which all payments made by probationers or parolees are posted, shall be updated daily by the

CETA participants and shall be kept available at all times for the officers to refer to. Ledgers will be set up for each individual officer's caseload. Each case will be on a separate sheet in the ledger reflecting: 1) total to be paid by client; 2) length of time within which to pay; 3) method of payment. Each type of payment shall be broken down. A running balance of each type of payment will be kept.

Each officer will check his ledger daily. The CETA participants will not start a ledger sheet on a client until furnished with a Community Services Caseload Transaction Register form on which the clients name and number appears.

Participants will be responsible for preparing and mailing out Late Payment forms on the 6th day of the month in which such a payment is delinquent. If the client does not respond to the late payment letter the CETA participant will mail out a letter setting up an appointment time between the officer and the client. Should the client not respond to the appointment letter, the CETA employee shall mail out Department of Corrections form number CS-12 notifying client that a warrant will be applied for if client does not respond within 15 days.

CETA participants will mail out any and all notices over the supervisor's signature or the individual officer's signature. Participants shall keep any statistics that supervisor shall deem necessary.

Evaluation Methods and Procedures

Goal 1: To determine the amount and type of service provided by the project.

Subgoal 1a: To determine the number of clients served by employees as compared to the goal set for each employee at the outset by the project director.

Subgoal 1b: To determine the number of clients notified by CETA employees about Cost of Supervision payments.

Subgoal 1c: To determine the number of clients who were referred to human service agencies by employees.

Subgoal 1d: To determine if parole and probation officers and office personnel have received any benefit to their caseloads as a result of employees activities.

Goal 2: To evaluate staff reactions to the Fiscal Aides Project.

Subgoal 2a: To sample opinions of Fiscal Aides and about the effectiveness of the Project.

Subgoal 2b: To sample the opinions of clerks and parole and probation officers about the effectiveness of the Project.

Goal 3: To evaluate the contribution of various elements of the operating system, such as personnel, equipment and supplies, office facilities, financial support, time schedule, and community support to the overall effectiveness of the Fiscal Aides Project.

Subgoal 3a: To sample the opinions of Project personnel about the adequacy of the equipment and supplies, facilities, financial and community support.

Subgoal 3b: To sample the opinions of clients about the effectiveness of Project personnel, facilities, community support, etc.

Timetable

| ACTIVITY | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Training in General Office Procedures | X | X | | | | | | | | | | |
| Training in Specific Fiscal Procedures | | X | X | X | | | | | | | | |
| Actual Operation of Fiscal Department | | X | X | X | X | X | X | X | X | X | X | X |

## Job Description - Fiscal Aide

### Nature of Work

This is paraprofessional work assisting parole and probation officers in the duty of collecting Cost of Supervision and other monies ordered by the courts.

An employee in a position allocated to this class is responsible for assisting in fiscal matters concerning probationers, parolees and MCR's and assisting in limited informal counseling activities under close guidance. Duties include contacting probationers, parolees and MCR's for the purpose of gathering information for use by a parole and probation officer in connection with helping probationers, parolees and MCR's with any problems concerning cost of supervision; establishing rapport with criminal offenders, as directed, to aid in their Cost of Supervision problem and working cooperatively with Department of Correction officials.

Work is performed under the frequent observation and close supervision of a parole and probation officer.

### Examples of Work Performed

(Note: These examples are intended only as illustrations of the various types of work performed in positions allocated to this class. The omission of specific statements of duties does not exclude them from the position if the work is similar, related, or a logical assignment to the position.)

Obtains information for a parole and probation officer for his use in supervising Cost of Supervision payments from probationer, parolees, and MCR's.

Works cooperatively with Department of Corrections officials.

Encourages probationers, parolees and MCR's to utilize all community resources which will assist them; and providing, where possible, limited counseling.

Performs related work as required.

### Minimum Training and Experience

Graduation from a standard high school.

An equivalency diploma issued by a state department of education or by the United States Armed Forces Institute may be substituted for high school graduation.

# Independence Center

Program Operator

A community organization serving youth.

Statement of the Problem

In 1975 the state of Florida changed its laws regarding the treatment of children known as status offenders. Status offenders are children who commit offenses which are not considered such when committed by adults. They include truants, runaways, and "incorrigible" persons under the age of 18. In 1975 the state designated these children along with neglected and abused children as dependent and placed them under the care of the dependent unit of the State Department of Health and Rehabilitative Services.

Other changes in the law in 1975 radically restricted the circumstances under which juveniles may be held in adult jails. The Office of Juvenile Justice and Delinquency Prevention and the state of Florida have encouraged the deinstitutionalization of all juveniles, especially status offenders, and recommended that they be placed in community-based programs. Unfortunately, few alternatives to institutionalization are available in most communities and the state has made only a minimal effort to provide them. At present runaways in the _____ area may stay on a very temporary basis at the local runaway center.

There are other temporary facilities for children who cannot immediately return home called crisis homes or attention homes. The average stay in these homes is one week. Foster care is the only long-term placement currently being utilized by the court and DHRS for children who cannot return to their homes at all. These children, often called "throwaways" by social caseworkers, are teenagers whose parents refuse to accept them back home. They represent about _____ percent of the children seen at _____. While community facilities for all dependent youth are in short supply, foster families are particularly reluctant to take in a difficult teenager. Further, older children have a much harder time adjusting to family life in the foster home. What is perhaps most problematic for these youths, however, is that placement in foster care prolongs the dependency of the youth without providing for the transition to adulthood and independence. Youths approaching their eighteenth birthday would greatly benefit from a program which provides them with a sheltered environment in which to prepare for living on their own. Such a program would also at least partially respond to the need for a longer term placement facility for status offenders.

Program Objectives

The proposed program has four primary objectives. First, to reduce the dependence of youths nearing age 18 on the social services and social welfare system. Second, to teach youths skills in budgeting, shopping for basic necessities, finding a place to live, job seeking, etc. Third, to improve the employment status of clients either through direct job placement or placement in school or training programs. Fourth, to

enhance the self-esteem of participating youths through counseling and by giving them opportunities to accomplish individual objectives.

Program Methods

A. Concept

The Independence Center is a residential facility for children nearing age 18 who are unable to live at home. During a four to six month stay, clients will learn skills which will prepare them for living on their own once they are no longer under the care of the state.

B. Recruitment

A screening committee composed of court officials, HRS caseworkers, a counselor from the local runaway center and two current residents of the house would have responsibility for deciding which children should participate in the program. Approximately _____ children can be served in a year.

C. House management

The house will provide for individual rooms and community kitchen facilities. Rather than house parents, the children will rely on house managers who will be on duty in shifts on a 24-hour a day basis. House managers will assist residents with shopping, menu planning, laundry, cooking, and other household responsibilities.

D. Counseling

The staff of the house would include one full-time professional counselor who would meet regularly with residents. Individual counseling will be oriented toward facilitating the clients' progress toward independence and overcoming problems of low self-esteem resulting from family rejection. Group counseling will also be used to facilitate group decision making in the management of household activities. The counselor will play a role as a referral source for the residents, helping them utilize resources available in the community. The counselor will coordinate his or her activities with referral agencies.

E. Short courses in life management skills

The counselor will be responsible for locating persons in the community who can teach short courses on a voluntary basis or for a small fee per course. Instruction will be offered in budgeting and money management, shopping for basic necessities, finding a place to live, health and nutrition, and other areas as residents express an interest or a need to learn other skills. Courses will be scheduled to accommodate residents who are working or in school.

E. Job seekers

Many of the residents will need jobs in order to become self-supporting. The Job Seekers component of the program is an intensive self-help method of job-hunting in which participants learn the skills of job hunting which can be used throughout their lifetime. It is a group experience in which members rely on each other for support, encouragement, and feedback. (See Job Seekers Association.)

Participants role play various interview situations and are required to make a specified number of contacts with potential employers each day. House managers and the counselor will be available to facilitate group meetings and help with career goal-setting and the preparation of resumes and applications.

G. Coordination with CETA programs

The counselor will arrange with the local CETA Prime Sponsor to set aside a specified number of classroom training, work experience and on-the-job training slots for program clients. In addition to the training and employment experience provided, participation in CETA programs will allow even in-school youths to have some income.

H. Staff

Staff for the house will include one full-time professional counselor and three full-time house managers. House managers will work shifts to insure 24-hour coverage of the house for security and supervision.

Evaluation Methods and Procedures

Goal 1: To determine the amount and type of service provided by the Independence Center.

Subgoal 1a: To determine the number of clients served as compared with the objective of serving _____ young people in the target group in a year.

Subgoal 1b: To determine the referral sources for clients coming to the Independence Center.

Subgoal 1c: To determine the number of clients who received counseling.

Subgoal 1d: To determine the number of clients who were referred to other community agencies.

Goal 2: To evaluate the effectiveness of the Center in assisting clients to reduce their dependence on the social welfare system, to upgrade education and training in preparation for work, to gain and maintain employment, and to improve their life management skills.

Subgoal 2a: To determine the number of clients able to remain self-supporting, living independently, after being released from the Center.

Subgoal 2b: To determine the number of clients increasing their level of education and training in preparation for work.

Subgoal 2c: To determine the number of clients able to gain and maintain employment.

Subgoal 2d: To determine the number of clients able to improve their knowledge and skills in budgeting, shopping for basic necessities, job seeking, etc., as measured by comparisons of scores or pre-tests and post-tests developed by each course instructor.

Goal 3: To evaluate community reactions to the Independence Center.

Subgoal 3a: To sample opinions of HRS, runaway center, and other human service agency personnel about the effectiveness of the Independence Center.

Subgoal 3b: To sample the opinions of education and training personnel, and employers about the effectiveness of the Independence Center.

Goal 4: To evaluate the contribution of various elements of the Center's operating system, such as personnel, equipment and supplies, facilities, financial support, time schedules and community support to the overall effectiveness of the Independence Center.

Subgoal 4a: To seek the opinions of the counselor and house managers about the adequacy of the facilities, equipment and supplies, time schedules, financial support, and community support.

Subgoal 4b: To sample the opinions of the clients about the effectiveness of personnel, facilities, community support, etc.

## Job Description - Counselor/Coordinator

### Nature of Work

Performs professional work of considerable difficulty in the direction and supervision of the Independence Center. Counsels Center clients in individual and group sessions. Establishes contact with community agencies and resource persons in order to arrange short-term skill-training classes for residents and to provide information and referral services to residents. Performs related work as required.

### Examples of Duties

. Supervises the activities of staff involved in Independence Center.

. Schedules and conducts in-service training sessions for house managers.

. Counsels residents in individual and group sessions, helping them assess their needs and plan courses of action to meet their needs.

. Establishes contact with HRS counselors and the director of the local runaway center to develop procedures for cooperating and coordinating the delivery of a variety of services to clients.

. Selects and holds meetings of the screening committee to select the residents.

. Arranges with community resource persons to conduct skill-training classes, including job seeking, as required by residents.

. Arranges with the local CETA director for the setting aside of work experience, classroom training and on-the-job training slots for Center residents.

. Generally maintains close relationships with social agencies and other community groups or organizations whose actions affect the lives of Center residents.

. Maintains records and prepares reports as required.

### Minimum Qualifications

Graduation from an accredited four-year college with a minimum of two years experience in social work or counseling. A Master's Degree in social work or counseling may be substituted for the years of experience.

## Job Description - House Manager

### Nature of Work

Under general supervision, is responsible for work of routine difficulty in assisting clients of the Independence Center to maintain the residential facility. Also provides supervision and security for residents. Performs related work as required.

### Examples of Duties

. Supervises Center residents and assists them with their responsibilities for food shopping and preparation, laundry, house cleaning, etc.

. Provides for security for residents.

. Assists residents who are participating in the Job Seekers component of the program with preparation and typing of resumes.

. Answers the phone and takes messages for residents when they are not there.

. Assists the Counselor in scheduling short-term classes for residents.

. Assists the Counselor to identify community resources which may help Center residents.

### Minimum Qualifications

Completion of two years of college plus one year of work experience, preferably in an area related to social work.

# Inmate and Family Assistance Project

Project Operator

Salvation Army

Statement of the Problem

In the case of the great majority of offenders, a most distressing problem is the shattering effect incarceration of the offender has upon the family. Whether the offender be a juvenile, a single adult or a married person, the problems born out of forced separation as a result of incarceration can have a devastating effect on the offender and the entire family.

It has been statistically documented that the vast majority (90%) of offenders are subsisting at or below poverty level before incarceration. During FY '75-76, the average take-home pay for 8,417 inmates admitted into the state prison system of Florida was $2,700 per year based on statistics compiled by the Department of Offender Rehabilitation, Division of Research and Planning. A financial condition that is pitiful before incarceration rapidly deteriorates after incarceration. Financial problems begin early at the county/city jail. Lack of funds to post a bond in many cases complicates matters because the offender does not have the opportunity to make any arrangements for the family and finances. A strain is put on the family relationship immediately and continues throughout the period of incarceration.

A program is needed that will assist families with problems such as financial assistance, housing, employment and, importantly, staying together as a family and keeping contact with the offender family members.

The Salvation Army with its offices and facilities covering the entire state is the ideal operator for this project. One of the original purposes of the founders of the Salvation Army was to assist offenders and their families. The ever-ready facilities of the Salvation Army offer temporary shelter, food, and clothing for the families of the incarcerated offenders.

The Salvation Army has in recent years become involved with the criminal justice system in other ways which has given it diverse experience in handling offenders and their problems. The housing facilities of the Salvation Army will play a most important role in making it convenient and practical for families to visit inmates without spending large sums of money for transportation, meals and overnight housing.

In a great many instances the families of an incarcerated offender cannot afford to visit the offender. What little monies are available to them cannot be used to pay for transportation to prisons which are almost always located in places which are inaccessible by public transportation. Separation under such trying circumstances can only lead to recriminations and guilt feelings that can strain even the strongest family ties. Regular

visits can do a great deal in maintaining family ties while the offender is incarcerated, and studies have shown that inmates who receive regular family visits are far more successful when put on parole.

An agency which can furnish transportation for offender's families is needed as well as counseling and assistance to the offender and his family after release from incarceration. These services can fill a need and bridge a gap that otherwise might permanently destroy a family.

Project Objectives

A. To establish and maintain liaison with agencies that can provide assistance to families such as crisis centers, employment services, job training agencies, human service agencies and churches.

B. To establish and maintain good relations with county jail and state prison officials and personnel.

C. To establish and maintain good relations with the State Attorney and Public Defender Offices.

D. To provide transportation to families of offenders to help offenders retain their relationship with their families.

E. To provide counseling, and information and referral to the offender's family during the time of incarceration and to the offender when he is released.

Project Methods

This program will utilize the resources of a diverse group of social assistance agencies to ensure an integrated and concentrated effort at providing assistance to the inmates and their families. Help will be sought from the Offices of the Department of Corrections which has reference materials to help the program operators locate all possible sources of assistance available to inmates and their families.

Services will be provided first to the families subsisting at or below the poverty level.

Social and civic clubs, as well as church groups and other community organizations will be contacted for any assistance they might give in this program. These organizations can be invaluable in helping with transportation and child care efforts.

The program will provide regular weekly transportation to families of inmates housed in institutions inside the county. It will also provide regular monthly (possibly weekly) transportation to families of inmates housed in institutions outside of the county. In the event an inmate

has no close family members or that it is not possible for a family member to visit the inmate, friends who are authorized to do so may apply for the privilege of being transported to visit the inmate.

Evaluation Methods and Procedures

Goal 1: To determine the amount and type of service provided by the Inmate and Family Assistance Project.

Subgoal 1a: To determine the number of clients served as compared with the objective of serving ___ offenders and family members from the target group.

Subgoal 1b: To determine the number of Project clients who received counseling.

Subgoal 1c: To determine the number of Project clients who were referred to other human service agencies.

Goal 2: To evaluate the effectiveness of the Project in assisting clients to maintain relationships between the offender and family members.

Subgoal 2a: To determine the number of clients able to gain and maintain gainful employment.

Subgoal 2b: To determine the number of clients who were able to visit with an offender-family member in jail.

Goal 3: To evaluate community and client reactions to the Inmate and Family Assistance Project.

Subgoal: To sample opinions of human service agency personnel, and criminal justice personnel, families and offenders about the effectiveness of the Project.

Goal 4: To evaluate the contribution of various elements of the operating system, such as personnel, equipment and supplies, office facilities, financial support, time schedule, and community support to the overall effectiveness of the Inmate and Family Assistance Project.

Subgoal 4a: To sample the opinions of Project personnel about the adequacy of the equipment and supplies, facilities, financial and community support.

Subgoal 4b: To sample the opinions of clients about the effectiveness of Project personnel, facilities, community support, etc.

## Job Description - Project Supervisor

Definition of the Class:

Under general supervision, is responsible for work of considerable difficulty in the direction and supervision of an Inmate and Family Assistance Project; and performs related work as required.

Examples of Duties:

- Supervises the activities of staff involved in the Inmate and Family Assistance Program;
- studies and determines the need and eligibility for services;
- makes contact with local prison institutions to establish cooperation between them and program;
- arranges for and provides transportation for the families of inmates to visit them where they are incarcerated;
- maintains close relationship with state social agencies and local community services organizations;
- provides for contact with Public Defender's Office;
- oversees distribution of program material and information;
- maintains records and prepares reports as required.

Minimum Qualifications:

Training and Experience - Graduation from high school or GED certification and three (3) years of experience working with disadvantaged in a community social services area; or an equivalent combination of training and experience.

Licenses and Certificates - possession of a valid Florida driver's license.

Knowledges, Abilities and Skills - considerable knowledge of clientele to be served and available community services. Knowledge of judicial system.

Ability to - relate to clients and maintain an effective relationship with clients, prison authorities and employees; supervise.

## Job Description - Job Search Specialist I

Definition of the Class:

Under general supervision, is responsible for work of routine difficulty in training and motivating unemployed individuals in developing and maximizing job search skills and performance of related work as required.

Examples of Duties:

- Assists in classroom instruction to train unemployed individuals in developing and maximizing job search skills;
- assists in developing classroom materials for institutional purposes and for physically arranging the classroom in a manner that is conducive to a learning situation;
- distributes instructional or job search materials to trainees.

Minimum Qualifications:

Training and Experience - completion of high school diploma or possession of GED certificate and two (2) years of progressively responsible experience in vocational counseling or guidance, or a related field; or an equivalent combination of training and experience.

Licenses and Certificates - possession of or the ability to acquire a valid Florida driver's license.

Knowledges, Abilities and Skills - some knowledge of the methods and techniques used in vocational counseling.

Ability to - apply modern principles and practices used in rehabilitation or counseling work; establish and maintain effective working relationships with enrollees and the public.

## Job Description - Neighborhood Outreach Worker

Definition of the Class:

Under general supervision, is responsible for work of routine difficulty in providing services to persons in the Inmate and Family Assistance Project; and performance of related work as required.

Examples of Duties:

- Contacts project participants to distribute information concerning services available;
- provides transportation for persons qualified for this project to medical care facilities and other necessary assistance centers;
- provides transportation to jails and prisons for families and/or friends of inmates;
- encourages family participation in the program.

Minimum Qualifications:

Training and Experience - completion of the tenth (10th) grade.

Licenses and Certificates - possession of or the ability to acquire a valid Florida chauffeur's license.

Knowledges, Abilities and Skills - good knowledge of clientele to be served.

Ability to - understand and relate to the needs of low income residents; to establish an effective relationship with clients.

# Intensive Counseling Project for Juvenile Offenders

Project Operator

An agency serving youth.

Statement of the Problem

In recent years the FBI's official crime reports have attributed a disproportionate share of serious crimes to persons under the age of 18. By 1976, the problem of juvenile crime appeared to have reached alarming proportions with juveniles accounting for more than 40 percent of all persons committing Part I crimes (Committee on HRS, Florida House of Representatives, 1978). More recent Florida statistics indicate a slight reversal of this trend and some statisticians caution that demographic changes and improvements in reporting may account for the increases. Nevertheless, juvenile delinquency is recognized by many as one of the state's most serious policy problems. LEAA's Office of Juvenile Justice and Delinquency Prevention as well as the State Bureau of Criminal Justice Planning has recommended that communities develop alternatives to secure detention for juveniles. Juveniles "specialize in" property crimes. HRS Youth Services' dispositions for 1975-1976 show that more than 57 percent of offenses committed by juveniles are against property, particularly breaking and entering, shoplifting and petty larceny. (Committee on HRS, Florida House of Representatives, 1978.) Most juveniles, therefore are not dangerous and may be safely kept in community programs. Further, sociological theory and research suggest that juvenile recidivism may be reduced by minimizing the juvenile's contact with and penetration of the criminal justice system. Diversion, therefore, has become the most widely-accepted approach to the prevention and treatment of juvenile delinquency.

Numerous treatment models for diversion programs have been developed over the years. Until the 1960's, the most common approaches depended on psychological or psychoanalytic theories which identified the individual psyche as the source of deviance. The 1960's, however, saw the development of several sociological explanations of juvenile delinquency which identified deficiencies in the larger social structure as primary causes of delinquency. Most recently, as rehabilitative strategies for dealing with "the crime problem" have been seen to fail, renewed interest has surfaced in the use of social control mechanisms, particularly the application of legal sanctions to deter future criminal behavior.

While no particular strategy or theory has been recognized as effective with all clients in every situation, techniques which rely on the positive use of the peer group have been found to be particularly successful with hard-core delinquents. (Mann, 1976.)

The Intensive Counseling Project for Juvenile Offenders will rely on a group counseling approach. It will also attempt to alter the "opportunity structure" for its clients by addressing clients' needs for education, employment, and basic survival skills.

## Project Objectives

This project is directed toward juveniles involved in serious or repeated law violations. Its aim is to prevent further client contact with the criminal justice system through group counseling and reality therapy.

The specific project objectives will be to:

A. Reduce the total number of offenses committed by the clients.

B. Reduce the number of serious offenses committed by the clients, particularly felonies, violent crimes, and crimes against persons.

C. Successfully complete contracts developed jointly by the project clients and counselors which detail the client's short term goals for education, employment, and the acquisition of basic survival skills.

## Project Methods

A. Concept

The Intensive Counseling Project will deal with first, second and third time juvenile offenders between the ages of 14 and 17. The treatment program will begin with an intensive group experience for a two-week period with up to ten clients meeting in group sessions three times a week. Thereafter, the group will meet twice a week. Group counseling will be supplemented by individual counseling sessions in which the clients' career and personal goals are outlined and a plan of action for meeting those goals devised. Field trips to area correctional institutions and presentations by successfully diverted offenders may also be included in the program.

B. Referral

Project Counselors will establish cooperative working relationships with juvenile court personnel, HRS Youth Services Intake Counselors, and counselors from area HRS group homes. Serious juvenile offenders will be referred to the project from those sources.

C. Group Counseling

The initial two weeks of group counseling will include an orientation session and exercises designed to develop the group into a productive therapeutic unit. Thereafter, group sessions will be held twice a week over a period of approximately six months. Each counselor will facilitate two groups of 10 juveniles for each six-month period. Therefore, two counselors may expect to serve 80 clients in a year. Sessions may include presentations by successfully - diverted offenders which would emphasize positive aspects of their choice to "go straight."

The group may also schedule field trips to area correctional institutions to familarize them with the possible consequences of their continuing a life of crime.

D. Personal and Career Goal-Setting

Initial individual counseling sessions will permit the client and the counselor to identify the client's need for education, employment, and general life management skills, such as budgeting, shopping for food, clothing and other basic necessities, finding a place to live, etc. The client and the counselor will jointly develop a plan for meeting these needs and negotiate a contract which outlines the client's short-term goals and the actions that will be taken to meet those goals. In addition, the client will be encouraged to include in the contract a plan for becoming involved in some community activity of his choice. One measure of the success of the project will be whether these jointly-arranged contracts are successfully completed.

E. Client Follow-up

A central feature of the Intensive Counseling Project is the long term follow-up which is provided for each client. Participation in the program will last a minimum of six months but will be open-ended for those clients who need counseling for longer periods. The length of time in the program will depend, for instance, on the goals set in individual contracts.

F. Individual Counseling

Individual counseling sessions will be held as needed throughout the program period to review the client's progress toward career and personal goals outlined in the contract and to evaluate and revise individual contracts. Counselors will also be on-call on a 24-hour basis to help with crises as they arise. Based on these counseling sessions, counselors may wish to refer clients and family members to family therapy.

G. Staff

Staff for the project will consist of two professional counselors who will participate in an orientation and training session developed by the project director and scheduled for the first two weeks of the project.

Evaluation Methods and Procedures

Goal 1: To determine the amount and type of service provided by the Intensive Counseling Project.

Subgoal 1a: To determine the number of clients served as compared with the objective of serving 80 juvenile offenders from the target group.

Subgoal 1b: To determine the referral sources of clients coming to the Intensive Counseling Project.

Subgoal 1c: To determine the number of Intensive Counseling Project clients who received individual counseling.

Subgoal 1d: To determine the number of Intensive Counseling Project clients who were enrolled in education and training programs.

Subgoal 1e: To determine the number of Intensive Counseling Project clients who were referred to family counseling.

Subgoal 1f: To determine the number of Intensive Counseling Project clients who were referred to other human service agencies.

Goal 2: To evaluate the effectiveness of the Project in preventing the clients further contact as an offender with the criminal justice system, and in assisting clients to meet their own personal and career goals.

Subgoal 2a: To determine the number of clients who had contact with criminal justice authorities during the project period and for six months after completing the Project.

Subgoal 2b: To determine the number of clients who committed serious offenses, as measured by whether the offense was a felony or misdemeanor, violent or non-violent, committed against a person or against property.

Subgoal 2c: To determine the number of clients completing behavior contracts, arranged on an individual basis with the counselor, successfully.

Goal 3: To evaluate community reactions to the Intensive Counseling Project.

Subgoal 3a: To sample opinions of criminal justice personnel about the effectiveness of the Intensive Counseling Project.

Subgoal 3b: To sample opinions of family counseling agency personnel and school personnel about the effectiveness of the Intensive Counseling Project.

Goal 4: To evaluate the contribution of various elements of the operating system, such as personnel, equipment and supplies, office facilities, financial support, time schedule, and community support to the overall effectiveness of the Intensive Counseling Project.

Subgoal 4a: To sample the opinions of the Project personnel about the adequacy of the equipment and supplies, facilities, financial and community support.

Subgoal 4b: To sample the opinions of clients about the effectiveness of Project personnel, facilities, community support, etc.

## Job Description - Counselor

### Nature of Work

Performs work of a professional nature in the direction and supervision of the Intensive Counseling Project. Counsels Project clients in individual and group sessions. Establishes contact with community agencies for client information and referral. Performs related work as required.

### Examples of Duties

. Holds group therapy sessions for clients in order to improve their self-concept and help them redirect their lives away from a criminal life style.

. Establishes behavior contracts with clients which outline clients' short-term goals and describe the actions clients will take to meet personal and career goals.

. Establishes cooperative relationships with HRS counselors, juvenile court personnel, family service agency personnel, and staff members of other community service agencies.

. Schedules field trips or speakers for group sessions as needed.

. Designs procedures for collection of follow-up data on clients in order to complete the Project's evaluation.

. Maintains records and prepares reports as required.

### Minimum Qualifications

Graduation from an accredited four-year college with a minimum of two years of experience in social work or counseling. A Master's Degree in social work or counseling may be substituted for the years of experience.

# Job Seekers Association

Statement of the Problem

The Job Seekers Association will address the problem of employability skills and job placement for the target population. This problem area includes the high risk aspects of employing offenders as well as the perceived lack of motivational skills, interviewing techniques, letter writing skills, resume preparation skills, and acceptable grooming methods.

Job Seekers offers a unique voluntary approach to employment: a group supportive system with an intensive eighty hour search component for gainful employment.

The primary target group is composed of unemployed offenders although Job Seekers might be beneficial to many unemployed persons, including women and minorities. Offenders comprise a disproportionate percentage of the unemployed. Many of them are unable to obtain jobs because they lack the necessary network of contacts and/or necessary experience with the interviewing procedure, job readiness skills, or educational qualifications.

Offenders are often considered high risks because of their records, yet offenders must become employed or they violate the conditions of their probation or parole and will be sentenced to incarceration. Attention will be paid to offenders' employment restrictions, special bonding programs and the like.

Project Objectives

The proposed Job Seekers Association will provide participants with personal skills and supportive counseling which will enhance their employment potential. Successful completion of this objective will be measured by a follow-up on each client who completes the program.

A. To increase hiring of offenders in the public and private sector.

B. 1. To establish small support groups for mutual help in finding jobs.

2. To learn interviewing skills, cover letter writing and resume preparation.

3. To practice and refine interpersonal relations through role playing activities.

4. To develop a network of contacts and leads for employment.

5. To search full-time for a full-time job.

Project Methods

The Job Seekers Association will assist individuals in developing the employability skills necessary for the successful job placement of 60% of the population served. Placement will be accomplished through a group support system using partners or buddies who will actively help one another in their efforts to secure a job.

Every week the program will provide orientation, counseling, intake/assessment and outreach for 20 persons. Participants will enter the program on a bi-weekly basis.

Outreach will be accomplished through general publicity, personal contacts and referrals from the Florida State Employment Service, County Criminal Courts and the Florida Department of Corrections Probation and Parole Field Services.

Intake/Assessment will take place at the initial interview with the counselor.

Orientation will initially be on a one-to-one basis at the individual meeting with a Job Seekers counselor prior to the new group forming. Program participants will be oriented to the total scope of the project and its expectations of them, assigned buddies and enrolled into the group. Employability skills will be stressed the next three days of the first week. Week two will consist of field work and employer contacts - at least ten contacts per day.

Follow-up will be provided via telephone and written correspondence with each individual.

Counseling will be provided daily to participants on a one-to-one basis while in the program and participants may receive individual counseling following their completion of two weeks of intensive involvement. Group counseling will be provided daily during the two week program and may be extended after persons finish the two intensive weeks, if the need becomes apparent.

Flow is on an open-entry, open-exit basis beginning each Monday.

B. Manpower Services to be provided:

| Service | Method of Delivery | Schedule of Delivery |
|---|---|---|
| Job Placement | Group support system involving the development of buddy system; motivational skills; interview skills; job leads; telephone and clerical assistance in pursuing job leads. | Daily |
| Outreach | General publicity through the media, brochures to other employment agencies, linkages with other CETA programs and liaison with the Florida Department of Corrections Probation and Parole Field Services. | Heavy publicity during first two months of operation. Daily at the Florida State Employment. |
| Intake/Assessment | Tailored to the needs of individual clients, data assimilative. Through interview and individual counseling sessions when appropriate. Continually by "buddy" and group. | Daily |
| Orientation | Individual/group an overview of the program is given at the intake and first session. | Daily at intake and bi-weekly at first session. |
| Counseling | Individual/group | Daily |
| Clerical Support | Resume and application typing by staff for all program participants. | Daily |
| Telephone Support | Five telephones available for job seekers to schedule interviews with local employers. | Daily |
| Follow-up | Via telephone and written correspondence with each individual. | At the end of the 1st, 3rd, and 6th month. |

The Job Seekers Association (JSA) will provide a comprehensive job placement program for unemployed offenders. The program is planned and designed to provide on a continuing basis counseling and support in job seeking. The program will assist participants in developing skills necessary to obtain full-time employment including: resume writing; interviewing techniques; developing and pursuing job leads; motivational skills; dress and grooming; and self help. Linkages with day care facilities will be established. Phones and clerical help for typing resumes, applications and letters to employers will be available. There will be a focus on self-awareness and the refinement of interpersonal and communication skills which will be accomplished through role playing and group work.

The program will emphasize the reality of job competition in the market place and will utilize the mutual support or buddy system throughout the program. Through this support system participants will develop a network of contacts and leads for employment. As the program will service clients with a variety of skills and backgrounds, members will be able to share job leads they themselves do not wish to pursue.

The program will require participants to search full time for a full-time job. They will join Job Seekers support groups on a full-time basis for a two week cycle and will attend orientation sessions eight hours a day during the first week, practicing skills and role playing with their support group. The second week participants will develop and make ten job contacts per day and return to the JSA to discuss leads, interviews, fill out applications, write letters and make contacts for the next day. The counselors and buddies will sharpen the job seeker's skills and keep his/her morale up during the search. Successful seekers will return and share their experiences and offer pointers.

The Job Seekers Association will meet the needs of participants. It will develop employability skills and will reduce the amount of time and resources required to find a job by providing one another with leads and suggestions. An organized, concerted 80 hour search requiring 10 contacts per day will produce a 60% placement rate.

There are few programs which teach offenders <u>how to</u> find employment and which provide the necessary support during this activity. Most become discouraged and quit before they have reached their goal - a job. The Job Seekers approach has proven successful in an experiment in Illinois where 90% of those in a similar program became employed in less than two weeks. Intensive commitment of time and effort has been demonstrated to work with general populations in Illinois. The same principle could work for disadvantaged offenders in high unemployment areas.

Evaluation Methods and Procedures

Goal 1: To determine the amount and type of service provided by the Job Seekers Association.

Subgoal 1a: To determine the number of clients served as compared to the objective of serving ___ offenders.

Subgoal 1b: To determine the referral sources for clients coming to the Job Seekers Association.

Subgoal 1c: To determine the number of clients who received counseling.

Subgoal 1d: To determine the number of clients who were referred to child care or other human service agencies.

Goal 2: To evaluate the effectiveness of the Association in assisting clients to gain and maintain employment, and improve skills in interviewing, interpersonal relations, resume preparation, and developing and pursuing job leads.

Subgoal 2a: To determine the number of clients able to gain and maintain employment.

Subgoal 2b: To determine the number of clients able to improve their skills in interviewing, interpersonal relations, resume preparation, and developing and pursuing job leads, as measured by comparisons of scores on pre-tests and post-tests developed by the counselor/coordinator.

Goal 3: To evaluate community reactions to the Job Seekers Association.

Subgoal: To sample opinions of employers about the effectiveness of the Job Seekers Association.

Goal 4: To evaluate the contribution of various elements of the operating system, such as personnel, equipment and supplies, facilities, financial support, time schedules, and community and institutional support to the overall effectiveness of the Job Seekers Association.

Subgoal 4a: To sample the opinions of Job Seekers Association personnel about the adequacy of the facilities, equipment, and supplies, financial and community support.

Subgoal 4b: To sample the opinions of Job Seekers' clients about the effectiveness of Project personnel, facilities, community support, etc.

## Job Description - Coordinator/Counselor

### Nature of Work

The scope of the Counselor's responsibilities encompasses the functions involved in providing guidance and counseling and maintaining personnel records for the clients. The primary effect of the Counselor's actions and decisions will be to increase participant persistence and success in getting a job.

### Illustrative Tasks

- The Counselor will establish specific goals and objectives for the purpose of providing guidance and counseling services to clients.
- The Counselor will provide the applicant and trainee with information concerning educational opportunities, career choices, and community job opportunities.
- The Counselor will assist the participant in gaining self-understanding, in reinforcing a more positive self-image, in achieving better rapport with peers and in understanding choices in decision making.
- The Counselor will work with the CETA director and other governmental and private organizations in identifying, and placing economically disadvantaged persons in the CETA program.
- The Counselor will schedule in-service training and staff briefings. He/she frequently meets with the sponsoring agency and business agencies to discuss procedures and problems dealing with occupations for the economically disadvantaged.

### Knowledge and Abilities Required

The Counselor must be creative and innovative and be able to develop and implement plans for providing comprehensive guidance and counseling services to Job Seekers Association participants.

The Counselor must be able to write and speak effectively, must be public relations minded, and must be able to gain the confidence of Job Seekers clients. The Counselor must be able to promote rapport among the program staff and concerned supporting agencies.

### Education and Experience

A Master's Degree in guidance and counseling is preferred. Experience in counseling economically disadvantaged persons is de irable.

## Job Description - Secretary

The Secretary shall be responsible to the Counselor/Coordinator of the Job Seekers Association with responsibility for attending to correspondence, records, and reports, but not limited to these functions.

Duties

A. The Secretary shall be responsible for the typing of all correspondence, records, and reports that pertain to the funding agency and the community college. Specific responsibility consists of typing:

   1) Proposals
   2) Operations Procedures
   3) Correspondence and memoranda
   4) Stencils, and ditto masters
   5) Project modifications
   6) Project evaluations
   7) Program reports
   8) Minutes of staff and other meetings
   9) Inter-office communications

B. Answering the phone, recording all calls, routing calls and giving proper information to callers.

C. Keeping up-to-date alphabetical and categorical files of records, reports, correspondence, and other pertinent information pertaining to the skill center.

D. Typing Job Seekers resumes, applications and letters.

E. Mailing all correspondence including intracollege correspondence and out-going mail.

F. Keeping up-to-date personnel files on all staff members.

G. Assisting other office personnel when needed.

H. Assisting trainees and counselors when requested.

I. Operating all office machines.

J. Attending all staff meetings, program regulations meetings, and others designated by the Counselor/Coordinator.

K. Performing any other duties pertaining to efficient office operations delegated by the Counselor/Coordinator.

# Offender Assistance Project

Project Operator

A community college.

Statement of the Problem

The primary target group to be served by the Offender Assistance Project is male and female offenders, parolees, probationers and conditional releasees who are economically disadvantaged, unemployed and lack skills for immediate employment.

The purpose for targeting offenders is two-fold: 1) This group experiences difficulty in finding employment due to their lack of job skills, poor work records and criminal records. They are one of the last groups to be hired; 2) offenders under supervision must be full-time employed or full-time in school or they will violate their probation and will have to serve their sentences incarcerated. This occurrence is a tragedy in human terms in addition to being extremely expensive. To incarcerate an individual in the State of Florida costs over $10,000.00 per person whereas to supervise an individual costs under $500.00 per year.

Many offenders lack the job skills necessary to secure full-time employment. They lack the social skills and positive attitudes necessary to seek and find employment. Additionally, many are high school drop-outs with poor work records and are not job ready. Parole and Probation officers require that their clients gain skills by entering educational programs at the community college. Yet because of the extensive number of programs, entrance dates and requirements in a multi-campus setting, probation officers had been largely unsuccessful in enrolling their clients. Offenders are sentenced everyday and therefore generally miss regular registration times. With the exception of the college credit area, the Offender Assistance Project will be able to refer offenders immediately into educational programs such as Adult Basic Education GED, and vocational classes.

In 19__ the overall unemployment rate in the area was _____. In view of the present state of the economy with unemployment at one of its highest levels in ___ years, the proposed training should partially alleviate the problem of offender unemployment.

There are over ____ parole and probation officers in _____ county handling caseloads of nearly ____ felony offenders. There is a tremendous need for resources for offenders. The Offender Assistance Project is such a resource.

## Project Objectives

A. To serve as a referral resource to offenders for education, skill training, counseling, other job-related services and social services.

B. To provide assistance to offenders and to upgrade their level of education and training in preparation for the world of work.

C. To provide assistance to offenders in finding and maintaining employment.

D. To provide assistance to clients to facilitate successful completion of probation or parole.

The project will serve 120 probationers and parolees each year.

## Project Methods

A. Concept

The primary function of the Offender Assistance Project is to provide services to offenders and assist those who are unskilled and undereducated to become job ready.

B. Outreach

This program will establish liaison with the Department of Corrections Parole and Probation Services. Parole and Probation officers may refer all offenders with educational needs to the program. Continual contact will be kept with parole and probation services through an appointed liaison officer.

C. Intake and Assessment

After eligibility is determined, client and counselor will identify client goals. The assessment criteria are offender status and a need for educational services.

D. Orientation

Orientation will be provided at intake by giving an overview of opportunities available through the program and at the college.

E. Counseling

Personal, academic, and vocational counseling will be provided. The project counselors will not be probation officers. They will be helping agents for positive change. They are facilitators bringing the resources and those in need of them together. They are planners, confidantes, supporters. The continual contact with project counselors is an important component of this program.

F. Job Development/Job Placement

Clients are referred to other community agencies for job development. Agreements with these agencies will be negotiated.

G. Follow-Up

Provided on a continual basis once each month until termination. Positive termination will have follow-up for four months.

H. Supportive Services

Supportive services will include referral to health or medical services and to legal services. The program will refer clients to the emergency services units of the city and the Salvation Army for immediate help with financial problems.

Services will be available to all clients.

I. Enrollment

The flow is open-entry, open exit. Since individuals are placed on parole and probation at all times the program is prepared to serve them at all times.

J. Staffing

The counselor/coordinator will be responsible for financial management, community resources coordination and client services management; will counsel students in all areas personal, academic, and career; will be responsible for program management.

The part-time specialist will be responsible for the management information system records, will provide counseling and referral, will work closely with parole and probation officers, will perform all follow-up.

The graduate school counseling interns will orient the new client and refer them to training or further services of the program. The interns provide individual and group counseling.

Clerk will perform clerical duties such as typing, making appointments, answering telephones and serving as receptionist to clients.

Evaluation Methods and Procedures

Goal 1: To determine the amount and type of service provided by the Offender Assistance Project.

Subgoal 1a: To determine the number of clients served as compared with the objective of serving 120 probationers and parolees from the target group.

Subgoal 1b: To determine the referral sources for clients coming to the Offender Assistance Project.

Subgoal 1c: To determine the number of Offender Assistance Project clients who received testing services.

Subgoal 1d: To determine the number of Offender Assistance Project clients who received counseling.

Subgoal 1e: To determine the number of Offender Assistance Project clients who were enrolled in education and training programs.

Subgoal 1f: To determine the number of Offender Assistance Project clients who received financial assistance.

Subgoal 1g: To determine the number of Offender Assistance Project clients who were referred to other human service agencies.

Goal 2: To evaluate the effectiveness of the Project in assisting clients to upgrade education and training in preparation for work, to gain and maintain gainful employment, and to complete probation successfully.

Subgoal 2a: To determine the number of clients increasing their level of education and training in preparation for work.

Subgoal 2b: To determine the number of clients able to gain and maintain gainful employment.

Subgoal 2c: To determine the number of clients completing probation successfully.

Goal 3: To evaluate community reactions to the Offender Assistance Project.

Subgoal 3a: To sample opinions of human service agency personnel and criminal justice personnel about the effectiveness of the Offender Assistance Project.

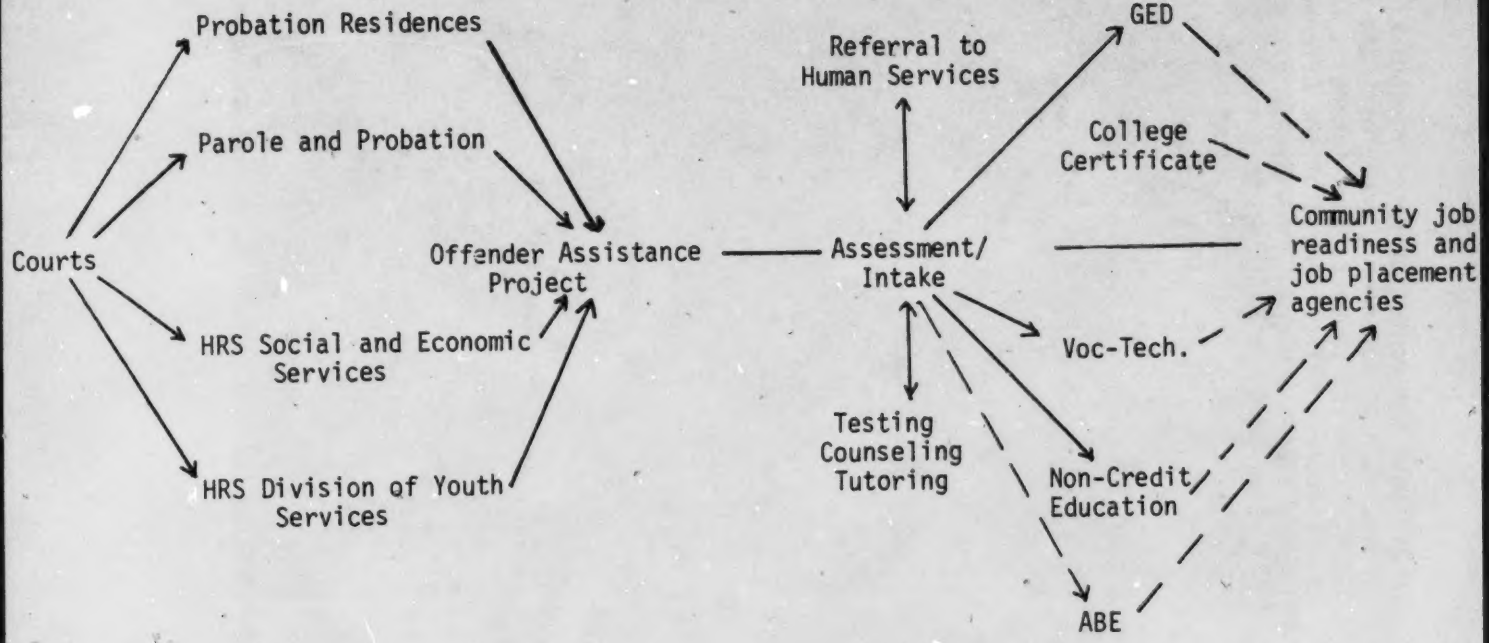
Subgoal 3b: To sample opinions of educational personnel about the effectiveness of the Offender Assistance Project.

Goal 4: To evaluate the contribution of various elements of the operating system, such as personnel, equipment and supplies, office facilities, financial support, time schedule, and community support to the overall effectiveness of the Offender Assistance Project.

Subgoal 4a: To sample the opinions of Project personnel about the adequacy of the equipment and supplies, facilities, financial and community support.

Subgoal 4b: To sample the opinions of clients about the effectiveness of Project personnel, facilities, community support, etc.

Referral Process



## Job Description - Coordinator/Counselor

### Scope and Effect

The scope of the Coordinator's responsibilities encompasses the administration of the Offender Assistance Program. Administrative requirements are to develop and conduct liaison services between the community college and the criminal justice system.

### Nature and Purpose of Work

The coordinator performs administrative duties under general supervision and is primarily responsible for:

A. Establishing plans, policies and procedures as required to meet specified program objectives.

B. Coordinating liaison activities to insure the attainment of stated goals.

C. Providing information concerning educational opportunities to persons in the judicial system.

D. Assisting the offender in the transition to the educational environment.

E. Training and supervising personnel hired by the Program.

The Coordinator's duties are as follows:

. The Coordinator provides services to individuals referred from the judicial system on a continual basis and records of these services are documented from the files.

. The Coordinator will work to build good relations between community agencies, the offender and the college.

. The Coordinator will assist the offender in preparing for enrolling in an educational program to meet the offenders career goals.

. The Coordinator will provide services in the area of testing, career guidance, academic and personal counseling information services on a continual basis as indicated by needs-assessment and will document such services in student records.

. The Coordinator will orient offenders to college requirements, policies and procedures and will inform students of applicable changes whenever such changes are made.

. The Coordinator trains, and supervises the activities of the Specialist, the Master's Degree interns and secretary.

## Job Description - Student Services Specialist

### Scope and Effect

The scope of the Specialist's responsibilities encompasses but is not limited to the follow-up of students and alumni in the Offender Assistance Project.

This position requires the involvement of students, and staff, plus effective relationships with faculty and community agencies that are used as resources by participants.

### Nature and Purpose of Work

The specialist is reponsible directly and/or indirectly to the Coordinator for supervision. The Specialist is responsible for:

A. Establishing and maintaining constant communication with program participants.

B. Providing relevant information to program participants concerning community resources: Day Care Centers, Aid to Dependent Children, emergency welfare services, etc.

C. Serving as liaison between referrals and the Project.

D. Maintaining a file on student progress and keeping a record of referrals to other agencies. Follow-up on those referrals.

E. Serving if needed as an advocate for students in securing the resources of the community.

### Education

Two years experience in related work. BA/BS degree.

### Knowledge and Abilities Required

The Specialist's duties require taking actions, many times without specific instructions, on matters pertaining to the policies and procedures of the College and the project. The Specialist must be able to select the best course of action and exercise sound judgment in implementing approved recommendations.

The Specialist must have the ability to develop program objectives and philosophies, to appraise, develop, revise and install procedures and practices to be maintained. The ability to gain cooperation and understanding of administrators and others is vital.

## Job Description - Master's Degree Interns

### Scope and Effect

The scope of the Interns responsibilities includes counseling and coordinating activities and resources to serve the students of the Project. In addition they will be expected to fulfill all requirements of their internship in their degree program.

### Nature and Purpose of Work

Interns are responsible to the Program Coordinator and will be trained in all Program functions such as administration, counseling, job development, and student services.

The Master's Interns will have the following duties:

A. Integrating the student into Project and into the College population.

B. Scheduling students for mini-courses and seminars dealing with study skills, job interviewing, human relations, etc.

C. Scheduling and coordinating activities of the student with those of volunteer tutors.

D. Keeping students informed of additional opportunities within the College and the Project.

E. Conducting group counseling sessions with Project participants.

F. Conducting private counseling sessions.

### Supervision and Working Contacts

The Interns will be supervised by the Project Coordinator. The Interns have daily contact with the Coordinator, faculty, other college staff members, offenders, counselors, caseworkers, probation officers and professionals from community agencies.

### Knowledge and Abilities Required

The Master's Interns duties require cultivation of good working relationships with community resource people. Of paramount importance is the ability to build an understanding and positive relationship with offenders in the program that is professional and caring.

### Education and Experience

Enrollment in a Master's level program at an accredited college or university required. Those pursuing degrees in education, social science or human services preferred.

# Parole and Probation Aides Project

Project Operator

An area parole and probation office.

Statement of the Problem

The parole and probation officers in all of the offices in the state of Florida are not able to give their clients the time necessary for proper counseling and assistance because of their extraordinarily heavy caseload. According to the National Council on Crime and Delinquency, the recommended caseload of a parole and probation officer should not exceed 35 clients under supervision per month along with three major ongoing investigations. However, in Duval County for example, each of the officers has a caseload of almost 100 clients per month and handles five major ongoing investigations. These figures are representative of the state as a whole.

On July 1, 1974 the duties of the parole and probation officers throughout the state of Florida changed as a result of the passage of Florida Statute 945.30. This law requires that parole and probation officers collect from probationers and parolees a monthly sum of money known as "the cost of supervision." In 1979 the legislature passed a bill phasing out the positions of the parole and probation aides I and II. This combination of additional duties with less manpower has precipitated the need for additional resources to help parole and probation officers. The heavy caseload experienced by the parole and probation officers naturally creates an equally burdensome workload on the clerical staff as well.

Project Objectives

The purpose of the parole and probation aides project is:

A. To provide training to CETA eligible persons in the clerical area which will lead to unsubsidized employment.

B. To provide CETA workers who will alleviate the clerical duties of parole and probation officers so that the officers can spend additional time counseling and assisting their clients.

Specific objectives include:

- To train CETA eligible persons which might include offenders to perform paraprofessional work in assisting parole and probation officers in their investigations.

- To teach participants how to gather information from the courts, law enforcement agencies and other community resources which would be helpful to parole and probation officers.

- To instruct employees in filing procedures and in procedures for preparing the filing system for microfilming.

To prepare CETA employees to gather information concerning the needs of offenders and the services available for offenders in the area of training, counseling, financial assistance, rehabilitation programs and other services.

Project Methods

Project participants will spend the first two months receiving instruction from parole and probation officers and office employees. During this time, project participants will assist in making contacts with the proper law enforcement offices and officials, and with court officials. Employees will be instructed on court proceedings and what types of information are required by the court and/or the Parole and Probation offices. They will also be instructed in the use of the Parole and Probation office filing system. Job responsibilities will be learned on the job after having been instructed by supervisors as well as by observing supervisors and other personnel.

At the end of the two months of instruction and practice in assisting the supervisors and other personnel, project participants will be capable of performing their duties.

Strict supervision and monitoring of participants' activities in the project will be given by the project supervisor.

Evaluation Methods and Procedures

Goal 1: To determine the amount and type of service provided by the project.

Subgoal 1a: To determine the number of clients served by employees as compared to the goal set for each employee at the outset by the project director.

Subgoal 1b: To determine the number of clients who received counseling and referral to human service agencies by employees.

Subgoal 1c: To determine the number of files which were processed and the number of files which were prepared for microfilming by the employees.

Subgoal 1d: To determine if the Parole and Probation officers and office personnel have received any benefit to their caseloads as a result of employees activities.

Goal 2: To evaluate Parole and Probation staff reactions to the Parole and Probation aides.

Subgoal: To sample opinions of Parole and Probation officers and clerks about the effectiveness of the Project.

Goal 3: To evaluate the contribution of various elements of the operating system, such as personnel, equipment and supplies, office facilities, financial support, time schedule, and community support to the overall effectiveness of the Parole and Probation Aides Project.

Subgoal 3a: To sample the opinions of Project personnel about the adequacy of the equipment and supplies, facilities, financial and community support.

Subgoal 3b: To sample the opinions of clients about the effectiveness of Project personnel, facilities, community support, etc.

## Job Description - Parole and Probation Aides

### Functions and Responsibilities

Under the frequent observation and close supervision of a parole and probation officer, performs preprofessional work assisting in the investigative and rehabilitative duties of the parole and probation officer. An employee in this position is responsible for assisting the parole and probation officer in establishing contact with community social service agencies, ascertaining the availability of services, and developing procedures for referral of offenders to these agencies; assists in obtaining information about probationers' and parolees' employment history, school attendance history and family and residence situation to help identify social service needs and complete pre-sentence, post-sentence, and pre-parole investigations; enters completed files on probationers and parolees into the Parole and Probation Information System (PPIS), maintains and updates all files in this system to prepare them for microfilming.

### Examples of Work

Contacts social service agency personnel to identify available community services. Encourages criminal offenders to utilize all community resources which will assist them in becoming employed.

Contacts family, friends, and former employers of the offender to establish work, school, and family history. Contacts law enforcement agencies to obtain criminal record check and arrest reports.

Attends sessions of criminal court to assist parole and probation officers in obtaining information on the court's disposition of cases. Schedules offender for appointments with parole and probation officer or social service agency.

Enters files via teletype into Parole and Probation Information System (PPIS).

### Qualifications

Graduation from a standard high school. An equivalency diploma issued by a state department of education or by the United States Armed Forces Institute may be substituted for high school graduation.

# Pre-Release Counseling Project

Project Operator

A university graduate degree program in counseling

Statement of the Problem

The Congress of the United States recognizes offenders as those who require assistance in overcoming artificial barriers to employment resulting from a record of arrest or conviction, and emphasizes that such individuals should be provided counseling, training, employment and related assistance and supportive services under the Comprehensive Employment and Training Act.

Research supports the proposition that the great majority of persons who are incarcerated in jails and prisons are lacking in the elementary skills necessary in coping with the everyday problems of life. Simple tasks such as job hunting and financial budgeting are normally not a part of the basic information acquired by the average offender. The offenders' lack of knowledge and information before they are incarcerated is compounded by the simple fact of incarceration. The living skills which an offender failed to acquire while living in the outside world certainly cannot be learned during incarceration unless something is injected into the life of the offender during his period of incarceration that will teach him the skills that are needed outside.

According to statistics, the vast majority (90%) of persons who are incarcerated will be released and will in fact return to the same community from where they came and where the crime for which they were incarcerated was committed. An offender would be less likely to again break the law and return to prison if he or she were taught the elementary but necessary skills needed to live his life in a reasonably orderly fashion.

Project Objectives

The goal of this project is:

A. To teach participants how to prepare a resume which can be used to find a good job.

B. To teach participants how to find a good job.

C. To refer participants to agencies that have lists and contacts of available jobs.

D. To direct participants to locate and use agencies that can assist the participants with financial matters as well as referring the participants to other human service agencies.

E. To teach participants how to locate a place to live and how to deal with leases and landlords.

F. To teach participants the assertive skills necessary to deal with day-to-day living situations.

G. To instruct the offender on budgeting and financial management.

Project Methods

The superintendent of the prison will notify the counselors in this project whenever an inmate is within 18 weeks of being released from the prison. The inmate will thereupon be given an appointment to be interviewed by a counselor.

The program is necessarily a volunteer program. Inmates that indicate a desire and willingness to participate in the program will be informed of their appointment with the counselor. At the interview the counselor will assess the particular needs of the inmate and help the inmate plan for his release and re-entry into society.

Since many prisons are working institutions, inmates leave each morning to work on projects in the area. Counseling therefore will, in many instances, have to be done in the evening hours and on Saturdays. Sundays are strictly reserved for visitation.

The project can expect to serve approximately 45% of the inmate population who will be expected to volunteer for the program. Through counseling, inmates will be provided with upward mobility in the outside world by having learned everyday living skills and methods of adjustment. There will be one part-time counselor for each 12 to 15 inmates.

Counselors will be selected from student interns in a graduate degree program from a nearby university.

Counselors will make participants aware that some areas of employment are not open to offenders because of regulatory and licensing laws.

They will also direct participants toward agencies that will encourage "self help" on the part of participants and which will serve as advocates for the offender in the community and the labor market.

Participants will be familiarized with areas of employment that offer upward mobility and give the offender a feeling of self-worth.

Participants that have the ability will be encouraged to continue their formal education, whether this be to secure a GED certificate or pursue higher education.

Counseling in the areas of budgeting money, emphasizing systematic savings habits will be stressed.

The program will be administered by the faculty of the University counseling program with the cooperation of the prison officials. The part-time counselors will work either as volunteers or will be paid a stipend for their services.

Oral and/or written examinations will be given by the counselors during the course of time that the participant inmates are in the program.

Evaluation Methods and Procedures

Goal 1: To determine the amount and type of service provided by the Pre-Release Counseling Project.

Subgoal 1a: To determine the number of inmates served as compared with the objective of serving ___ inmates from the target group.

Subgoal 1b: To determine the number of Project clients who received testing services.

Subgoal 1c: To determine the number of Project clients who received counseling.

Goal 2: To evaluate the effectiveness of the Project in assisting inmates in preparation for release.

Subgoal 2a: To determine the number of clients increasing their level of awareness of coping skills in preparation for release.

Subgoal 2b: To determine the number of clients completing the counseling successfully.

Goal 3: To evaluate community reactions to the Pre-Release Counseling Project.

Subgoal: To sample opinions of educational and prison personnel about the effectiveness of the Project.

Goal 4: To evaluate the contribution of various elements of the operating system, such as personnel, equipment and supplies, office facilities, financial support, time schedule, and community support to the overall effectiveness of the Pre-Release Counseling Project.

Subgoal 4a: To sample the opinions of Project personnel about the adequacy of the equipment and supplies, facilities, financial and community support.

Subgoal 4b: To sample the opinions of inmates about the effectiveness of Project personnel, facilities, community support, etc.

Timetable

| ACTIVITY | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Hiring Counselors | X | | | | | | | | | | | |
| Counselors make study of inmates files | X | | | | | | | | | | | |
| Counselors meet with prison staff | X | | | | | | | | | | | |
| Counselors meet with volunteer inmates | X | X | | | | X | | | X | | | |
| Counseling sessions | | X | X | X | X | X | X | X | X | X | X | X |

## Job Description - Corrections Vocational Counselor

### Distinguishing Characteristics of Work

An employee in a position allocated to this class conducts interviews with clients on a variety of vocational and employment problems to assist them in making proper decisions in the area of employment. Duties include interpreting vocational instruments and counseling clients as a result of data obtained.

Work is performed under the general direction of a site supervisor or other administrative supervisor and work is reviewed for conformance with counseling techniques and procedures.

### Examples of Work Performed

(NOTE: These examples are intended only as illustrations of the various types of work performed in positions allocated to this class. The omission of specific statements of duties does not exclude them from the position if the work is similar, related, or a logical assignment to the position.)

Counsels and advises inmates in establishing realistic vocational objectives and assists in planning a vocational training program within their capabilities.

Conducts employability courses for and familiarizes them with activities and facilities of current programs.

Presents occupational and vocational information to clients and assists them in determining occupational objectives.

Counsels and advises other staff members on the placement of clients in programs applicable to released inmates.

Performs related work as required.

### Minimum Training and Experience

Enrollment in an accredited college or university. Enrollment in a Master's Degree program in guidance or counseling preferred.

# Women's County Correctional Program

Program Operator

A community college.

Statement of the Problem

No government enterprise has been less affected by women than the criminal justice system. Corrections institutions in all states and communities have been run largely by men and for men. In 1978 women made up only 6% of the inmate population nationally. Because there are fewer women incarcerated than men, at least four states and many communities have no institutional facilities for women at all. In these communities women are either sent to the nearest female institution, which isolates them from their families and communities, or they are confined in a segregated section of a male facility. In the latter case, they are often isolated from the general prison population and are not permitted to participate in educational and job training programs generally available to male inmates. Women are excluded from events which break up the day and provide mental and physical stimulation to male inmates such as exercise periods and religious services on Sunday. And unlike the men, many of whom may move about freely within the prison, women must be escorted by guards wherever they go, sometimes handcuffed.

Because of the size of most women's institutions, fewer vocational training opportunities are available to women in prison compared to those provided to men. A 1973 Yale Law Review study also found that the types of programs offered to men and women differed considerably. Men's prisons offered training in such fields as electronics, radio and TV repair, welding, plumbing and data processing, while women were more often trained in secretarial skills, housekeeping, food service and cosmetology. In other words, prison training programs for women tend to reinforce stereotypical female roles such as homemaking or train women for traditional female low-paying occupations.

According to recently available demographic data, the typical female offender is under 35 years of age, non-white, poorly-educated, and single with one or more dependent children living at home at the time of her arrest. Most female offenders have been arrested for property crimes, and while recent statistics reflect sharp increases in the number of women arrested for larceny, embezzlement, forgery and fraud, the arrest rates for women committing violent crimes have hardly changed at all. (Price, 1977.)

Despite the fact that few women offenders can be considered dangerous, they have often been excluded from community-based correctional programs, such as work release, and diversionary programs such as pre-trial intervention. Officials complain it is administratively difficult or too expensive to include women in their programs.

Because incarcerated women lack these opportunities for participation in training, work release and pre-trial programs, they often experience greater isolation from the community than men, making their transition

from prison to the outside more difficult. Further, a national survey of incarcerated women found that 56% had dependent children living at home prior to their arrest and for whom they were still responsible. The problems of isolation and the lack of opportunities for training and jobs are compounded, therefore, by the trauma and isolation for both mother and child of family separation (Glick, et. al., 1976).

Although the needs are great among men and women offenders for jobs, education and loving contact with the family, there is a particularly critical need in female corrections to eliminate disparities which now exist and to develop programs which are accessible to women and which address their concerns as mothers, as heads of households, and as women in the prime of life.

## Program Objectives

The proposed program has three primary objectives: First, to increase the enrollment of female inmates in work release, vocational training, job readiness, and basic education programs. Second, to develop short term seminars which respond to inmate needs for physical fitness, improved communication skills, financial management, parenting skills and family planning. Third, to increase the number of contacts between inmates and their families by providing space for visitation and easing restrictions on telephone and mail contacts.

## Program Methods

The Women's County Correctional program will have four components each of which will be arranged in close cooperation with jail officials and operated by community college personnel:

A. Career Counseling and Vocational Assessment

1. Junior college personnel will schedule testing and counseling sessions as inmates are available to participate. Since there will be considerable turnover in the jail's population, these sessions should be scheduled fairly frequently.

2. After ability, interest and aptitude tests are administered and scored, the results will be reviewed in individual sessions with the inmates and the career counselor, and occupational fields will be explored through materials provided by the community college.

B. Information and Referral

1. Inmates in the county jail are there under a variety of different circumstances - awaiting trial, serving short sentences, awaiting transfer to another facility, etc. Few inmates are in residence for a long enough period to benefit from an on-site training or educational program. Further, since the length of time inmates

may expect to be in residence and their eventual location are uncertain, a full-scale job development and placement program would be inappropriate. The short time available, however, may be profitably spent providing information about training and educational programs and job readiness and placement services in the community.

2. For those women who are eligible for work release or pre-trial intervention programs, the project director will act as an advocate to encourage program officials to place them in these programs.

3. Women being transferred to larger facilities might benefit from information about training programs being offered at their eventual destination. Through the Career Counseling component, the women may decide which of these training programs in which to enroll.

C. Short-term Seminars

1. This type of training format provides maximum flexibility for a constantly changing population. Four and eight hour seminars may be held for small groups on a variety of topics: financial management, family planning, communication, exercise and nutrition, etc.

2. Classes may be scheduled intensively in one or two days or stretched out over a week or two with a one-hour class each day.

3. The Community College will rely on part-time or adjunct faculty members for conducting these classes.

4. They will be held only if there is sufficient interest or need among the inmates.

D. Visitation

1. The project director will arrange with the cooperation of jail officials for certain days to be set aside and space within the jail to be allocated for family visitation.

2. Part-time counselors from the Career Counseling Component will also assist inmates in locating and contacting their children and other family members to arrange for transportation on visiting days.

3. The project director will contact community organizations who may assist in the provision of transportation for those who cannot arrange their own.

Evaluation Methods and Procedures

Goal 1: To determine the amount and type of service provided by the Women's County Correctional Program.

Subgoal 1a: To determine the number of clients enrolled in work release and pre-trial intervention programs as compared with the objective of enrolling ___ percent of the inmates.

Subgoal 1b: To determine the number of clients receiving information and referral services for vocational training, job readiness, and basic education programs.

Subgoal 1c: To determine the number of clients who enrolled in education and training programs.

Subgoal 1d: To determine the number of clients who enrolled in and completed short term seminars.

Subgoal 1e: To determine the number of clients, among those incarcerated 30 days or more, who received at least two visits per month from family members or friends.

Goal 2: To evaluate the effectiveness of the Project in assisting clients to upgrade education and training in preparation for work, to gain and maintain gainful employment, to improve, if needed, physical fitness and communication, financial management, and parenting skills.

Subgoal 2a: To determine the number of clients increasing their level of education and training in preparation for work.

Subgoal 2b: To determine the number of clients able to gain and maintain gainful employment.

Subgoal 2c: To determine the number of clients able to improve their physical fitness and improve their knowledge and skills in communications, financial management, parenting, family planning, etc., as measured by comparisons of scores on pre-tests and post-tests developed by each seminar instructor.

Goal 3: To evaluate community reactions to the Women's County Correctional Program.

Subgoal 3a: To sample opinions of employers and education and training personnel about the effectiveness of the Women's County Correctional Program.

Subgoal 3b: To sample opinions of corrections personnel about the effectiveness of the Women's Program.

Goal 4: To evaluate the contribution of various elements of the program's operating system, such as personnel, equipment and supplies, facilities, time schedule, financial support and institutional and community support to the overall effectiveness of the Women's County Correctional Program.

Subgoal 4a: To sample the opinions of Program personnel about the adequacy of the equipment and supplies, the facilities, the time schedules, the level of financial support, community and institutional support.

Subgoal 4b: To sample the opinions of clients about the effectiveness of the counselors and instructors and the adequacy of facilities, time schedules, financial support and community and institutional support.

## Job Description - Counselor/Coordinator

### Nature of Work

Performs professional work of considerable difficulty in the direction and supervision of the Women's County Correctional Program. Counsels Program clients in individual and group sessions. Establishes contact with community agencies and resource persons in order to arrange short-term skill-training classes for inmates. Establishes cooperative relationships with jail officials to facilitate improvements in visitation policies and procedures. Performs related work as required.

### Examples of Duties

. Supervises the activities of the Program staff.

. Schedules and conducts in-service training sessions for Career Counselors.

. Counsels inmates in individual and group sessions, helping them assess their needs and plan courses of action to meet those needs.

. Establishes cooperative relationships with jail officials to facilitate improvements in jail visitation policies and to insure the placement of eligible inmates in work release and pre-trial intervention programs.

. Establishes contact with parole and probation officers to develop procedures for cooperation and to establish a mechanism for keeping track of Program clients after they leave jail for evaluation purposes.

. Arranges with community resource persons to conduct skill-training classes as required by inmates.

. Maintains close relationships with social agencies and other community groups or organizations in order to provide effective information and referral services to Program clients.

. Maintains records and prepares reports as required.

### Minimum Qualifications

Graduation from an accredited four-year college with a minimum of two years experience in social work or counseling. A Master's Degree in social work or counseling may be substituted for the years of experience.

## Job Description - Career Counselor

### Nature of Work

An employee in this position conducts interviews with clients on a variety of vocational and employment problems to assist them in making proper decisions in the area of employment. Duties include interpreting vocational instruments and counseling clients as a result of data obtained.

Work is performed under the general direction of the counselor/coordinator and work is reviewed for conformance with counseling techniques and procedures.

### Examples of Work Performed

- Counsels and advises inmates in establishing realistic vocational objectives and assists in planning a vocational training program within their capabilities.
- Conducts employability courses for and familiarizes them with activities and facilities of current programs.
- Presents occupational and vocational information to clients and assists them in determining occupational objectives.
- Counsels and advises other staff members on the placement of clients in work release or pre-trial intervention programs applicable to released inmates.
- Provides information and referral on variety of training and educational opportunities available in the community or in prison for persons being transferred to other institutions.
- Performs related work as required.

### Minimum Training and Experience

Graduation from an accredited four-year college or enrollment in an accredited college or university, preferably in a master's degree program in counseling or guidance.

# Youth Volunteer Counselor Project

Project Operator

A community organization serving youth.

Statement of the Problem

Youth Services, HRS is primarily responsible for youth services beginning with the filing of a petition at intake alleging delinquency. Local communities will be primarily responsible for programs designed to help children in danger of becoming delinquent and children referred to intake for alleged delinquency where no petition is filed and children are diverted by HRS back to the community for help (diversion). Herein lies the problem: communities must make programs available that children can be diverted to.

*"The greatest need in juvenile correctional programs is to develop a graded series of alternatives to the traditional disposition of probation and incarceration in a youth institution. A central part of that process will be to build stronger links between correctional programs and the local community."

*"America's best hope for reducing crime is to reduce juvenile delinquency and youth crime ...Enormous numbers of young people appear to be involved in delinquency acts ... Rough estimates by the Children's Bureau supported by independent studies indicate that one in every nine youth (12%) ... one in every six male youths will be referred to juvenile court in connection with a delinquent act (excluding traffic offenses) before his eighteenth birthday ... In recent years, the number of delinquency arrests has increased sharply in the United States..."

*(Quotes taken from the President's Commission on Law Enforcement and Administration on Justice and Florida's Task Force on Juvenile Delinquency.)

These facts related to the actual referral flow in the counties in _____ Florida bear out rising delinquency rates and lack of alternatives in treating dysfunctional, pre-delinquent and delinquent youth. _____ County has experienced a ___ percent increase in juvenile cases since the 1960's and are processing over ____ cases per month. Of all cases referred approximately ____ percent are petitioned and the remainder are diverted back to the community for correction. If local communities do not have programs to receive these children and deal with their problems, the stage is set for tomorrow's recidivist and candidates for state school or worse.

The figures quoted above refer to juvenile offenders. When we bring in the dysfunctional child the problem increases by at least 100%, doubling the number of children that need help in each community. Many of the dysfunctional children attending our public schools have committed offenses but have not been caught. When a child is recognized by his

teacher or anyone else as a dysfunctional child, community programs should be available to cope with the problem before the child enters the juvenile justice system.

What each community needs are alternative community based programs that children can be diverted to.

The Youth Volunteer Counselor Project can provide an alternative. It will make available a volunteer counselor service which will provide one-to-one counseling for 120 to 150 children annually per volunteer coordinator assigned. Volunteer coordinators are paid, full-time, highly qualified employees who will recruit, screen, and train a volunteer corps of 60 assigned volunteers, who will be assigned to work with children on a one-to-one basis for a period of four to six months. The volunteer will work with the child to develop new attitudes, establish values, raise self-esteem, reduce alienation and hostility.

Volunteer coordinators will also establish group rap sessions for counselees and arrange other activities that counselees and volunteers can participate in, i.e. camping trips, visits to Florida tourist attractions, roller skating parties, etc.

Project Objectives

A. Each volunteer coordinator in the system will recruit, screen, and train 75 to 125 volunteers per year.

B. At least 60% of all fully qualified volunteers will be in "assigned status." Twenty percent will be in the "immediately available status" and 20% in "deferred status."

C. Achieve a maximum of 25% attrition rate for fully qualified volunteers.

D. Each client served will be evaluated to determine if there has been a reduction in dysfunctional, pre-delinquent and/or delinquent behavior while the client was in the program and up to at least six months upon his release from the program as compared to base line data.

E. At least 50% of clients served will demonstrate improvement in school performance, i.e. grades, attendance and attitude while child is in the program.

F. Each volunteer coordinator will assign 100 to 125 clients to a one-to-one volunteer.

G. Each volunteer will receive a minimum of six hours of orientation and training prior to assignment.

H. Obtain at least 20 percent of referrals directly from parents, law enforcement agencies or school systems.

I. Establish a staffing ratio of 1:1 for the volunteer counselor/friend/client relationship. Each volunteer coordinator will maintain an average of 60 fully qualified volunteers in assigned status for the 12 month period.

Project Methods

A. Concept

The Volunteer Counselor Program will work very closely with HRS, Youth Services and Social and Economic Services who will direct cases from the juvenile justice system to the Volunteer Counselor Project. Referrals will also be received from schools, law enforcement officials, parents and other social agencies. Children will be provided counseling through the volunteer coordinator, volunteers in the one-to-one program and group rap sessions.

B. Recruitment and Preparation of Volunteers

Various agencies throughout the counties will be contacted, these agencies will include, but not be limited to, civic groups, colleges and universities, and key individuals.

1. Screening

a. After applicant has been identified, he or she will be required to complete a volunteer application form.

b. Applicants will be checked through their club affiliates and given a questionnaire to determine their likes and dislikes for matching purposes.

c. The applicant will be scheduled for a personal interview with the volunteer coordinator.

2. Selection

a. If all information and checks are favorable, they will be selected as volunteer counselors.

b. If checks divulge any unfavorable information as to moral stature or personality traits, they will be eliminated from consideration.

3. Training

   a. Prerequisite to receiving a case, each volunteer counselor will be required to complete a six hour training course.

   b. The course will be conducted by the volunteer coordinator and will include the following:

      (1) Orientation-opportunity to meet intake counselors, court personnel, juvenile court judge, introduction to court and intake procedures and HRS.

      (2) Laws relating to juveniles, philosophy and policy of court, HRS programs and sources available.

      (3) Expectations and obligations regarding volunteers with special attention to relationship with parents and family.

      (4) Filling out reports, forms, supervision of juveniles, relationship with police and other agencies.

      (5) If a volunteer counselor is selected between courses offered, he will be individually trained by the coordinator or one he directs.

   c. Upon completion of training, the volunteer will be officially accepted and given an identification card signed by the judge of the circuit court (JD).

4. Maintaining Contact and Control

   a. Volunteers will agree initially to serve for a four month period. At the end of four months they may re-enlist for any number of succeeding six month periods.

   b. Each volunteer will be required to report monthly on the progress of his case to the coordinator. The coordinator will review each report and take necessary action if reports warrant attention due to its incompletion, indication of negligence or lack of quality counseling or guidance, or if child response indicates coordinator assistance is needed.

5. Procedures

   Each case is first received by the Youth Services, HRS, Intake Department. It is then assigned to one of the professional intake counselors who schedules a preliminary interview with the child and parents. After this interview, if the counselor feels the case should be considered for the Volunteer Counselor

Project, he then discusses the case with the intake supervisor. The volunteer coordinator is contacted by the intake counselor who informs him of prospective cases. This contact is followed up by a disposition form. The coordinator reviews each case thoroughly, selects a counselor for the case and schedules a meeting with the volunteer counselor, child, parents and himself and assigns the case.

6. Reports

   a. Each volunteer coordinator will be required to maintain a casebook.

   b. Each volunteer will report case progress monthly.

C. Timetable

The Youth Volunteer Counselor Project will consist of one volunteer coordinator who will be responsible for recruiting, screening, matching and supervising 60 volunteers on a one-to-one basis with pre-delinquent children referred by the Division of Youth Services Intake Counselors, schools, parents and other agencies.

The first month will be utilized to hire and train the volunteer coordinator.

The second, third and fourth month will be utilized to recruit, screen and train 15 volunteers and process 10 children.

At the end of six months, 30 volunteers should be trained and 20 children processed.

At the end of nine months, 45 volunteers should be trained and 30 children processed.

In the second and subsequent years of operation, the volunteer coordinator will maintain an average of 60 active volunteers and process 120 children.

Evaluation Methods and Procedures

Goal 1: To determine the amount and type of service provided by the Youth Volunteer Counselor Project.

Subgoal 1a: To determine the number of clients assigned to a one-to-one volunteer as compared with the objective of assigning 100 to 125 clients.

Subgoal 1b: To determine the number of volunteers recruited, screened and trained as compared with the objective of processing 75 to 125 volunteers per year.

Subgoal 1c: To determine the number of volunteers who were retained by the project as compared with the objective of achieving a maximum attrition rate of 25 percent.

Subgoal 1d: To determine the number of volunteers in "assigned status," "immediately available status," and "deferred status" as compared to the objective of 60 percent, 20 percent and 20 percent, respectively.

Subgoal 1e: To determine the number of volunteers who received training as compared to the objective of giving each volunteer a minimum of six hours of orientation and training.

Goal 2: To evaluate the effectiveness of the Project in assisting clients to stay out of trouble and to improve their performance in school.

Subgoal 1a: To determine the number of clients increasing their level of performance in school.

Subgoal 1b: To determine the number of clients failing to exhibit dysfunctional, pre-delinquent, or delinquent behavior during their participation in the program and for six months following their release from the program.

Goal 3: To evaluate community reactions to the Youth Volunteer Counselor Project.

Subgoal 3a: To sample opinions of HRS, Youth Services and Social and Economic Services personnel as well as school and law enforcement officials, parents, and staff persons from other social agencies about the effectiveness of the Youth Volunteer Counselor Project.

Goal 4: To evaluate the contribution of various elements of the operating system, such as personnel, equipment and supplies, office facilities, financial support, time schedule, and community support to the overall effectiveness of the Youth Volunteer Counselor Project.

Subgoal 4a: To sample the opinions of Project personnel about the adequacy of the equipment and supplies, project supervision and management, office facilities, time schedule, and community and financial support.

Subgoal 4b: To sample the opinions of the volunteers about the effectiveness of Project personnel, the training programs, facilities, community support, etc.

Subgoal 4c: To sample the opinions of the clients about the effectiveness of volunteers, facilities, community support, etc.

## Job Description - Volunteer Coordinator

### Nature of Work

Performs professional work of considerable difficulty in the direction and supervision of the Youth Volunteer Counselor Project. Recruits, screens, trains and places volunteers in one-to-one relationships with clients. Performs related work as required.

### Examples of Duties

Volunteer coordinators will be responsible for:

. Recruiting, screening and training volunteers.

. Reports of child progress to Youth Services HRS.

. Assignment of cases to volunteers.

. Assisting volunteers with any questions or problems.

. Setting up in-service training programs for volunteers.

. Insuring the Volunteer Counselor Project records coincide with juvenile court and intake records.

. Follow-up insuring that each volunteer is providing the child with meaningful services.

. Maintaining an average of 60 assigned volunteers.

. Submission of required reports.

### Minimum Qualifications

Graduation from an accredited four-year college with a minimum of two years experience in social work or counseling. A Master's Degree in social work or counseling may be substituted for the years of experience.

# CHAPTER III

# PROJECT CONTACT PERSONS

## Dental Technicians Project

Dr. Lester O. Ruud, Chief Dental Officer
Union Correctional Institution
P. O. Box 22
Raiford, Florida 32083

Telephone: (904) 431-1212

## Diversionary and Support Services Directory

Ms. Bonnie Jacob, Executive Director
Central Crisis Center of Jacksonville, Inc.
P. O. Box 6393
Jacksonville, Florida 32205

Telephone (904) 387-5641

## Fiscal Aides Project

Mr. Ralph Moulder, Area Supervisor
Department of Corrections
Probation and Parole Services
P. O. Box 12765
Pensacola, Florida 35295

Telephone: (904) 436-8545

Mr. Harry Panos, Area Supervisor
Department of Corrections
Probation and Parole Services
111 Georgia Avenue, Room 166
West Palm Beach, Florida 33401

Telephone: (305) 837-5022

## Independence Center

Ms. Gwen Yates, Project Director
Transient Youth Center
132 West Ninth Street
Jacksonville, Florida 32206

Telephone: (904) 354-0400

## Inmate and Family Assistance Project

Major John Tharp, Commanding Officer
318 North Ocean Street
P. O. Box 52508
Jacksonville, Florida 32201

Telephone (904) 354-8451

## Intensive Counseling Project for Juvenile Offenders

Mr. Joe Lutz, Executive Director
Boys' Club of Sarasota County, Inc.
P. O. Box 2717
Sarasota, Florida 33578

Telephone: (813) 366-7940

Mr. Steve Marvin, Counselor
Boys' Club of Sarasota County, Inc.
P. O. Box 2717
Sarasota, Florida 33578

Telephone: (813) 366-7940

## Job Seekers Association

Dr. Stephen Wise, Director of Resource Development
Florida Junior College
21 West Church Street
Jacksonville, Florida 32202

Telephone (904) 358-1812

## Offender Assistance Project

Mr. Jim Mahoney
American Association of Community and
Junior Colleges
One Dupont Circle
Washington, D. C. 20036

Telephone: (202) 293-7050

## Parole and Probation Aides Project

Mr. Otha R. Smith, Jr., Area Supervisor
Department of Corrections
Probation and Parole Services
4080 Woodcock Drive, Suite 131
Jacksonville, Florida 32207

Telephone: (904) 398-3226

## Pre-Release Counseling Project

Dr. Tom Clawson, Assistant Professor
University of North Florida
4567 St. Johns Bluff Road, South
Jacksonville, Florida 32216

Telephone: (904) 646-2838

## Women's County Correctional Program

Ms. Bea Ettinger, Director
Center for Continuing Education for Women
P. O. Box 3028
One West Church Street
Orlando, Florida 32802

Telephone: (305) 299-5000

Ms. Nancy McCormick, Coordinator/Counselor
Center for Continuing Education for Women
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## Youth Volunteer Counselor Project

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Orlando, Florida 32081

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# CHAPTER IV

# PROJECT EVALUATION*

## Introduction

The Comprehensive Employment and Training Act of 1973, (CETA) as amended, provides support for job training and employment opportunities for economically disadvantaged, unemployed and underemployed persons including offenders and ex-offenders. The Act also seeks to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency. The purposes of the Act are accomplished through a decentralized system of Federal, state, and local programs. From the onset of the CETA program a strong emphasis has been placed on evaluation and monitoring of projects. The Guidelines for grant planning and application specifically address the requirement for administrative controls, and, in particular, require CETA projects to provide for monitoring and evaluation systems. This chapter addresses the theory and practice of project evaluation and project monitoring.

### Concept of Evaluation

Evaluation is a process of attributing worth or value to concepts, objectives, individuals, or organizations. The process of judging or determining the worth of a project requires the comparison of actual project operation and results with the planned operation specified in the proposal. Project evaluation involves systematically collecting, analyzing, and interpreting quantitative data. The collection and analysis of data, for the most part, are objective; whereas the interpretation is subjective.

### Kinds of Evaluation

There are two kinds of evaluation, differing from each other primarily in: (1) the timing of the evaluation; (2) the purpose of the evaluation; and (3) the major emphasis of the evaluation. These two types of evaluation are summative and formative.

1. Summative Evaluation. An evaluation which is made at the end of the project, for the primary purpose of determining the extent to which the project has, in fact, achieved the objectives it set out to accomplish is termed a summative evaluation. The major focus of the summative evaluation is on the results or products of a project.

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*This chapter was written by Dr. T. A. Ryan, Professor of Criminal Justice and Director of Justice System Planning, Implementation and Evaluation at the University of South Carolina.

2. Formative Evaluation. An evaluation which is conducted during the time a project is in operation, for the primary purpose of providing information for decision-makers to use in making adjustments to the project plan and taking corrective actions in the ongoing project operations is termed a formative evaluation. The major focus of the formative evaluation is on the process being implemented in conducting the project. Monitoring is an integral component of formative evaluation. Monitoring is a checking process to determine deviations from plan in time, cost, and performance. When deviations are determined, project administrators are responsible for making adjustments or taking corrective actions.

## Evaluation Variables

Ryan (1976) identified four kinds of variables which are assessed in project evaluation: input, output, outcome, and process. Once the purpose of the evaluation has been determined, the next step is to decide which variables are to be assessed and identify sources for collecting data about these variables.

### Input Variables

Input variables are the elements which are input to the project at the beginning. When the project is concerned with training, the level of knowledge, skills, and attitudes of the trainees before their participation in the program constitute essential input variables. With projects focused on employment or employment related outcomes, the job opportunities in the community and the related community resources will also constitute input variables.

### Output Variables

The output variables are products resulting from the project. In a training project, the output variables always will be defined as the knowledge, skills, and attitudes of trainees at the end of the project. Employment related projects will include as output variables the number of positive terminations, the number of non-positive terminations, the number of other-positive terminations, and the number of terminations not falling in any of these three categories. A project concerned with providing job counseling might have as an output variable the number of counselees, and also the numbers in the different termination categories at the conclusion of the project.

### Outcome Variables

Outcome variables refer to the long-term impact of a project in the community, and include such elements as rearrest records and job stability. Most CETA projects are not designed to collect data on outcome variables.

Process Variables

Process variables refer to the elements which are combined in the course of conducting the project. These include personnel, time schedule, financial support, programs, facilities, hardware, software, and community resources.

## Summative Evaluation

Summative evaluations generally are conducted by outside evaluators. However, the process which is employed is the same whether the evaluation is internal or external. The variables to be assessed are determined and sources of data on these variables are identified. Next, data are collected, analyzed, and interpreted. Finally, the report is written.

Selection of Variables

Summative evaluations focus primarily on output variables. The evaluative criteria for a project are stated when the project proposal is developed and performance objectives are stated. The project objectives as stated in the proposal constitute the evaluative criteria. The summative evaluation places secondary interest in the process variables and the input variables. When the evaluator is attempting to interpret the results, and to explain why the project did or did not achieve its stated objectives, an analysis of the process variables frenquently will suggest explanations or possible causal relationships.

The definition of project objectives in the development of the proposal is one of the most important steps in project administration. If the objectives are stated in too general terms, or are unrealistic, or irrelevant, a serious difficulty will be encountered in attempting to evaluate the project. The project objectives constitute standards against which actual results will be compared. If the standards are not precise, concrete, and relevant, there will be no way to determine the true worth of the project. It is a case of not being able to tell whether or not one has reached a destination, unless a definite destination was set in the beginning. Performance objectives for every project should be defined in terms which are specific, pertinent, attainable, measurable, and observable.

A project with the primary goal of increasing the number of ex-offenders gaining and maintaining entry level jobs as a result of a training program should state in the initial proposal the number or percent of trainees to be gainfully employed at the end of the project. Such a proposal also might state the number or percent of trainees expected to complete the training program, and the level of job skills to be attained. These anticipated results constitute output variables.

In summative evaluation the selection of variables is accomplished by listing the output variables, listing the input variables, and listing the process variables. This list also should indicate sources of data for each variable included in the list.

## Collection of Data

Once it has been decided just what data are to be collected to make the summative evalution, the next step is to develop a data-collection plan. It is important to have a carefully planned system of collecting, organizing, tabulating, and processing the data. Otherwise, faulty decisions will be made and costly errors can occur. Project evaluation requires some kind of quantitative data. Whenever possible data which already are available in existing records, reports, or retrieval systems should be utlilized, rather than spending time, money, and effort to initiate new surveys or interviews. The collection of data on output, input, and process variables requires the selection or construction of instruments and the selection or development of techniques. The techniques of data collection most frequently used include conducting surveys, administering tests and inventories, conducting interviews, making observations, and analyzing reports and records. Measurement is the foundation for evaluation. Measurement, however, is only as good as the instruments or techniques used in data-gathering. Hayball (1977) stated seven principles for the selection of instruments:

1. The evaluator must decide what it is he or she wants to find out.
2. The instruments must be valid.
3. The instruments must be reliable.
4. Words or terms used in the instruments must not be ambiguous or vague.
5. Simple check boxes or responses by check marks will facilitate tabulation and minimize errors.
6. Training of personnel engaged in data-gathering is essential.
7. Data must be recorded carefully and accurately.

Simple forms can be devised for use in collecting data on the employment of trainees. Standardized tests, such as the General Educational Development Test Battery, may be used to obtain data on academic achievement. Vocational training skill tests can be used to gather data on job skills. The input data, which are used in interpreting the output data, are the baseline data for the project. Some or all of the input data may be on hand in a data bank or in accessible records. Data which are not available will have to be collected by administering appropriate tests or using

techniques such as interview or observation. The process data refer to the elements which combine to carry out the project, including personnel, time schedule, financial support, programs, facilities, hardware, software, and community resources. Data on the process can be obtained by getting trainee evaluations, staff evaluations, and interviews with selected community agency representatives.

In summative evaluation the collection of data is accomplished by deciding on the appropriate instruments and techniques for collecting data on each of the variables included in the list which was prepared in deciding what variables to assess. The next step is to make a plan for systematically administering the instruments and employing the techniques to collect the data. This data collection plan should include a time schedule, to indicate what data are to be collected at different points in time, and a staffing schedule to indicate persons who will be responsible for and actually working on the data collection.

## Analysis and Interpretation of Data

In making a summative evaluation, the analysis of data is accomplished by employing the necessary statistical techniques to compare actual output with intended results. This involves determining the extent to which the project objectives stated in the proposal, in fact, were accomplished. The analysis of data should include reporting positive terminations, other-positive terminations, non-positive terminations, and other terminations not falling in any of the first three categories. The analysis of input data should result in a quantified picture of the baseline for the project, including the level of knowledge, skills, and attitudes of trainees at the beginning of the project, the situation with regard to employment in the community, and the level of community support for the project. The analysis of process data should include a quantified picture of the project operation. The analysis of process data should result in an objective assessment of the adequacy of project personnel, time schedule, financial support, programs, facilities, hardware, software, and community resources.

In summative evaluation the analysis of data is accomplished by tabulating and statistically treating the data which have been collected. This can be accomplished by computer when software and hardware are available. Otherwise the data can be analyzed manually using appropriate statistical techniques.

The interpretation of data for a summative evaluation is accomplished by offering explanations based on the finding in the data analysis for the project either achieving or not achieving its objectives. In interpreting data it is important to take into account the input variables, and also to consider the measurement process with regard to the selection and use of instruments and techniques. An accurate project evaluation requires careful interpretation of data. By the very nature of the interpretation process, the conclusions will reflect subjective judgments and

value systems of the evaluators. It is important, therefore, for an evaluation team to make an effort to be as objective as possible, and to state openly the frame of reference from which it is working.

## Formative Evaluation

Formative evaluation is the evaluation which is made while the project is in operation to assess the actual operations as compared to the planned operations and to assess the progress toward objectives. Every project should include a formative evaluation. By checking routinely on the ongoing project operation and the progress toward objectives, deviations from plan or lags in progress toward objectives can be detected. When this is accomplished early in the project there is time to take corrective action or make adjustments in the plan. Monitoring is the primary technique which is employed in making formative evaluations. Monitoring refers to the process of checking to detect deviations from plan in time, cost, and performance, and subsequently making adjustments or taking corrective actions.

The process of making formative evaluations is essentially the same as that used in making summative evaluations. First, the variables to be assessed are determined and sources of data on these variables are identified. Next, data are collected, analyzed, and interpreted. Finally, the report is written.

### Selection of Variables

In making formative evaluations the primary focus is on process variables. Of secondary importance are the input and output variables. The major concern is with the way in which the process is being implemented. An effort also is made to check on progress in achieving objectives. This is done to detect serious lags, in which case either the objectives are modified or resources are reallocated in order to step up production.

The selection of variables for formative evaluations of projects is accomplished by identifying the elements to be assessed during the ongoing operation of the project. The process variables which usually are assessed include personnel, time schedule, financial support, programs, facilities, hardware, software, and community resources. It also is necessary to assess progress with regard to output variables.

### Collection of Data

Once it has been decided just what data are to be collected to make the formative evaluation, the next step is to develop a data-collection plan. The data must be systematically collected, organized, tabulated, and processed. These data will provide the basis for making adjustments in the project plan and for taking corrective actions in project operations.

There are techniques especially suited for monitoring the process variables and for assessing progress toward output variables. The Program evaluation and Review Technique is an excellent tool for monitoring time. Systematic budgeting and financial forecasting are useful techniques for monitoring financial resources and expenditures. Surveys of staff, clients, and community agency representatives can be made using questionnaires and interviews to collect data about personnel, programs, facilities, hardware, software, and community support. Progress reports, test results, and interviews can be used to collect data about progress toward objectives.

The collection of data is accomplished by employing appropriate techniques and materials to assess process and output variables.

1. Program Evaluation and Review Technique (PERT) to Monitor Time.

PERT is a tool by which a time schedule is planned and depicted in a graphic network. The first step is to analyze the project plan in order to make a work breakdown structure. This is a listing in outline form of the major and minor activities to be carried out during the life of the project. The minor activities, in turn, may be subdivided into lesser activities, especially in large projects. An example of work breakdown would be:

I. Conduct Staffing

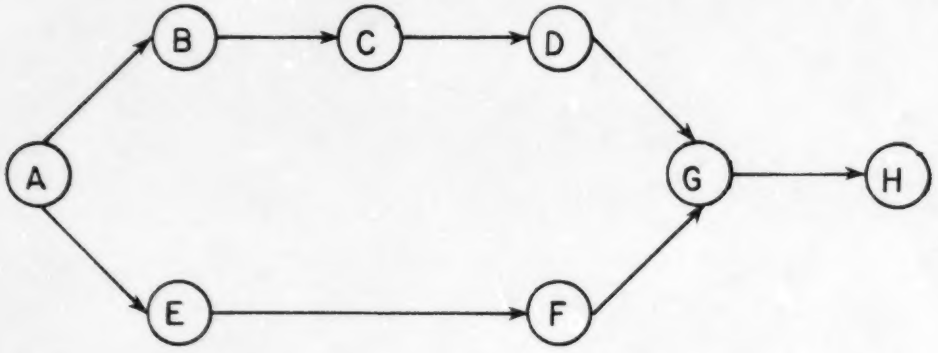
A. Recruit staff

B. Select staff

C. Train staff

II. Obtain/Arrange for Facilities

The next step is to convert the work breakdown structure to a graphic network. In the network, the activities are shown as arrow lines and events representing the starting and stopping of each activity are shown as circles. Each arrow line has an arrowhead at the termination of the line. Lines are one-way. An example of a graphic network is as follows:



The third step is to secure estimates of time needed to complete each activity. Time estimates are given in weeks. Once this is done an estimate of the total time for completing the project can be established. After times are estimated for individual activities, the total time for each arrow path, from beginning to end, is computed. The pathway with the longest total time is called the critical path. The total time for the critical path is the total time it will take to complete the project. The dates at which each event should take place can be determined. The completion of the network is a prerequisite for collecting data on time utilization in a project operation. A monthly checklist can be used in collecting data to record planned time and actual time for each event.

An example of a time checklist is as follows:

| Event | JULY Planned | Actual |
|---|---|---|
| A=Begin Project | 07/01 | 07/01 |
| B=Begin Staffing/ Begin Recruiting | 07/08 | 07/08 |
| C=End Recruiting/ Begin Training | 07/28 | 08/11 |
| D=Begin Preparing Program | 08/08 | 08/08 |
| E=End Training | 08/18 | 09/01 |
| F=End Preparing Program | 08/21 | 08/21 |
| G=End Delivering Program | 12/15 | 12/15 |
| H=End Project | 01/01 | 01/01 |

2. Budgeting and Financial Forecasting to Monitor Costs.

The project cost is monitored by collecting data monthly on actual and planned expenditures. Two formats should be used in collecting these financial data: (1) line item; and (2) project objectives. The line item budget lists the planned and actual expenditures by major categories, such as personnel, travel, supplies, equipment, contractual services, and indirect costs. The project objectives budget lists breakdown and planned and actual expenditures by project obective. An example of the objectives budget format is as follows:

| Category | Objective No. 1 | Objective No. 2 | Total |
|---|---|---|---|
| Personnel | $15,000 | $5,000 | $20,000 |
| Travel | 50 | 500 | 550 |
| Supplies | 500 | 500 | 1,000 |
| Equipment | -- | 150 | 150 |
| Contractual Services | 750 | 750 | 1,500 |
| Total Direct Cost | 16,300 | 6,900 | 23,200 |
| Indirect Cost | -- | -- | -- |
| Total Project Cost | 16,300 | 6,900 | 23,200 |

Financial forecasting is done by checking monthly the actual expenditures, and then projecting the expenditures to be made for the balance of the project by month for each category.

3. Survey and Interview to Monitor Personnel Utilization, Programs, Facilities, Hardware, Software, and Community Support, and to Collect Data on Progress toward Objectives.

Questionnaires, self-report forms, and interview guides can be constructed to collect these data. The basic rule in constructing instruments for collecting these data for use in the formative evaluation, is to make the instruments easy to use, simple in design, and capable of collecting the kinds of data needed. Basically the same kind of instrument can be used with staff, clients, and community agency representatives to gather data indicating assessment of the process components of the project.

Data-gathering instruments and techniques for assessing progress related to output variables depend on the nature of the project objectives. If the project were one in which job-related training was the major component, then interim tests and progress reports from instructors would be appropriate to use. The instruments should be capable of collecting data to record the number of positive terminations, other-positive terminations, non-positive terminations to date, as well as showing change in knowledge level and skill proficiency between the beginning of the project and the date of the formative evaluation.

## Analysis and Interpretation of Data

In making a formative evaluation, the analysis of data is accomplished by comparing actuals with shoulds; that is, comparing actual progress toward objectives against projected progress, and comparing the actual operation of the project against the project plan set forth in the proposal. The primary focus of the formative evaluation is on process. The data which have been collected must be analyzed to provide information to answer questions such as: "Is the project on schedule?" "Is the project within cost estimates?" "Are the project elements, including personnel utilization, programs, facilities, hardware, software, and community support, functioning as planned?" The analysis of the data collected should point to any deviations from plan.

Data or the progress toward objectives are analyzed by comparing the actual progress to date with a projected progress over the life of the project. For example, if the project provided training to prepare clients for job-entry level employment, it could be anticipated that none of the clients would be employed half-way through the training. However, it could also be anticipated that by the midpoint in the project, clients should have reached a specified proficiency level.

The analysis of data in making a formative evaluation is accomplished by comparing data on the actual project operation and the actual progress toward project objectives, with the planned operation and projected progress toward objectives. The analysis must point out deviations from plan. The analysis can be recorded in x chart form, such as the following example of an analysis of time.

| Event | Planned Deadline | Actual | On Schedule Yes | On Schedule No |
|---|---|---|---|---|
| Begin Project | 07/01 | 07/01 | x | |
| Begin Staffing | 07/08 | 07/08 | x | |
| Begin Recruiting | 07/08 | 07/08 | x | |
| End Recruiting | 07/28 | 08/11 | | x |
| Begin Preparing Program | 08/08 | 08/08 | x | |
| End Preparing Program | 08/21 | 08/21 | x | |
| End Delivering Program | 12/15 | 12/15 | x | |
| End Project | 01/01 | 01/01 | x | |

The interpretation of the data involves determining which project components are deviating from plan and trying to devise ways to correct the deviations. The interpretation also involves determining the extent to which progress is lagging behind schedule, or, for that matter, ahead of projections. The interpretation will require recommendations of courses of action, resource utilization, or adjustments in the plan to compensate for failure to progress toward objectives as intended.

In the formative evaluation the interpretation of data is accomplished by summarizing the findings, writing explanations for deviations, and recommending corrective actions.

## Conclusion

Individuals involved in managing projects implement a variety of tasks and have many responsibilities. One of the most important of the managerial functions is project control. Project plans set forth the "should" and the "anticipated products" of the project. Project control focuses on identifying deviations from plan during the course of the project operation, in order to take corrective actions and make adjustments to the plan, before the project termination. Project control also involves the final, end-of-project assessment and interpretation of the actual accomplishments and costs, and a comparison of actual results against the project objectives.

Project evaluation is the process of ascribing value or worth to projects based on analysis of actual accomplishments compared to intended results and a study of costs and benefits of the project. Administrators of projects today are faced with the public demand of accountability. This demand can be met by systematically specifying the objectives to be achieved, monitoring the extent to which the process is going according to plan and progress is made to accomplish the objectives, making timely corrections and adjustments when deviations are detected, and, finally, reporting objectively and accurately the extent to which actual outcomes match the intended results.

Project administrators who want to realize the potential of evaluation for enhancing project efficiency and effectiveness must be able to answer three questions: "What needs to be accomplished?" "How can these accomplishments be realized?" "What signs will indicate that the process is being implemented according to plan and the goals have been accomplished?"

## References

Hayball, L. W. Immediate and long-term evaluation of career education in corrections. In T. A. Ryan (Ed.), Perspectives for career education in corrections. Honolulu: University of Hawaii, 1975.

Ryan, T. A. A model for career education in corrections. In M. V. Reagan & D. M. Stoughton (Eds.), School behind bars. Metuchen, New Jersey: Scarecrow Press, 1976.

# CHAPTER V

# THE STRUCTURE AND OPERATIONS OF THE FLORIDA PRIME SPONSORS

During the early months of operation of the Offender Research Project, representatives of each of the 22 CETA prime sponsors in Florida were interviewed. "Prime Sponsor" is the name given to the unit of government which is the recipient of CETA funds and the primary administrator of CETA programs. An unstructured questionnaire was administered by telephone or in person to the CETA director or a senior planner in each office. In some cases, particular questions were referred to other staff members who were specialists in various CETA programs so that several questionnaires had multiple respondents.

The Comprehensive Employment and Training Act which was passed in 1973 established a complex array of manpower programs which were to be administered at the local level with a substantial amount of local discretion. While CETA encouraged citizen participation in its decision - making process, technical jargon, complex regulations, and the sheer variety of titles and programs have made it difficult even for those familiar with federal programs to understand how CETA works and how individuals and organizations can make use of its resources. The questionnaire used by the Offender Research Project was designed to provide a broad description of CETA's programs and their operation as well as to discover how the needs of offenders might be incorporated into CETA programs.

An important side effect of this research was the establishment of relationships between the Offender Research Project and CETA directors from all over the state. Staff members took the opportunity at the time of the survey to explain the mission of the Project and to solicit the input of CETA directors in the development of offender project designs and strategies for implementation and funding of offender programs. Administering the questionnaire was the first step both in terms of discovering what role CETA could play in funding offender programs and in generating support and commitment from CETA directors to divert funds in their direction. As a result of these initial contacts, several CETA directors agreed to serve on the Project's advisory committee and the names of several other invitees were also obtained.

The following is a report of the findings of the survey arranged to give the reader as clear an understanding as possible of CETA's structure, its role in the community, and its particular orientation to the needs of offenders.

## CETA's Organizational Structure

The Comprehensive Employment and Training Act is a federal program administered by the U. S. Department of Labor. Direct services under the program are provided at the local level by more than 400 prime sponsors all

over the United States. During fiscal year 1979 Florida had 22 prime sponsors although this total varies from year to year. CETA funds are appropriated by Congress and distributed on a formula basis to prime sponsors.

Each governmental jurisdiction which has a population of 100,000 or more is eligible to become a prime sponsor and receive CETA funds. Two or more jurisdictions may combine to form a consortium and receive up to a 10 percent bonus over and above their combined allotment. In Florida most cities eligible for prime sponsorship on their own have formed consortia with their surrounding county or counties. Several other consortia combine one relatively populous or urban county with its more rural and less populous neighbors. The CETA programs of 39 rural counties in Florida are run by the Balance of State prime sponsor which is part of the Division of Employment and Training of the State Department of Labor in Tallahassee.

In addition to housing the Balance of State prime sponsor, the Department of Labor's Division of Employment and Training administers a separate program called Governor's Special Grants. The Special Grants program is discretionary and awards funds for demonstration projects, for projects of statewide impact or significance, and for projects involving particular target groups whose needs are not easily addressed at the local level. Offenders are among the groups specifically targeted by the Governor's Special Grants program.

Local governments and their elected officials are ultimately responsible for proper administration of CETA programs. In the case of single county prime sponsors, the county commission is the responsible body. The line of authority for the Balance of State prime sponsor extends to the Governor, and consortia are usually governed by special commissions composed of representatives of the participant jurisdictions' governing bodies. While local elected officials are rarely directly and visibly involved in decision-making for CETA programs, CETA administrative staff are accountable to them and are generally responsive to their concerns.

CETA regulations require the establishment of a planning council which is composed of representatives from a wide variety of community groups. This council is responsible for drawing up a Comprehensive Employment and Training Plan (CETP) which delineates how CETA money will be spent and which groups in the community will receive special consideration. As a general rule, the importance of the role of this council in setting priorities and actually awarding funds cannot be overemphasized. However, planning councils vary in the extent of their dependence on CETA staff for guidance and information. In most cases the staff conducts the research and recommends the action of the council. In addition, specific objective criteria are established by which council members are to rate proposals submitted by applicants for CETA funds. Nevertheless planning council members sometimes exercise their prerogative to override the recommendations of CETA staff.

A lack of support among the staff may sometimes be circumvented by direct appeals to sympathetic planning council members, but antipathy within the council toward an organization or program may rarely be overcome except by a change in the council's membership.

CETA prime sponsors vary tremendously in the extent to which their services are contracted out to other organizations. At one extreme was the Tampa-Hillsborough County consortium (now dissolved) which contracted all its services out to the respective city and county governments. The consortium's function was limited to planning, evaluation and fiscal management. The other extreme is represented by the Broward Employment and Training Administration which employs a staff of approximately 300 people who provide nearly all CETA services directly. CETA regulations encourage prime sponsors to use services already available in the community such as those provided by the local school boards and educational institutions, vocational rehabilitation agencies, HRS, and city and county governments. In addition, CETA regulations require that prime sponsors establish a written cooperative agreement with the Florida State Employment Service. Typically, the Employment Service handles either client intake and certification or job development and placement, and employment service workers are often located in the same building as CETA.

CETA regulations also mandate a special relationship between the prime sponsor and what are called "community-based organizations" (CBO's). A CBO is defined as a "private nonprofit organization which is representative of the community or a significant segment of a community, and which provides employment and training services or activities." The following types of organizations are specifically mentioned in the regulations as examples of CBO's:

- Opportunities Industrialization Centers
- National Urban League
- SER-Jobs for Progress
- United Way of America
- Mainstream
- National Puerto Rican Forum
- agencies serving women
- neighborhood groups and organizations
- community action agencies
- community development corporations
- vocational rehabilitation organizations
- rehabilitation facilities
- agencies serving youth
- union-related organizations
- employer-related nonprofit organizations

Although the more common practice is to contract out the majority of services rather than provide them directly, the relationships that are established between CETA and its service deliverers are rarely harmonious. Inevitably, it seems, conflicts arise out of differences in organizational goals, clientele or service delivery methods, and alliances that are formed are difficult to maintain.

One recent source of friction, for example, between CETA prime sponsors and local governments has come about as a result of the tightening of eligibility criteria for CETA's public service employment program. In the wake of the 1974-1975 recession, CETA was used by the President and Congress to ease the unemployment problem and put thousands of people to work in public service jobs. Once this was accomplished, however, and economic worries shifted to inflation and taxpayer militance, Congress became concerned that state and local governments had become "CETA junkies," dependent on CETA-subsidized services and temporary public jobs. The changes in the law which followed severely restricted both the wages that could be paid to public service employees and the criteria for eligibility in the program. Only the long-term unemployed who also meet an income test are now eligible, and CETA wages in most cases are only slightly above the minimum wage. From the point of view of Congress and CETA prime sponsors these restrictions are expected to eliminate substitution, patronage and other abuses in the public service employment (PSE) program, while effecting a cost saving by serving more people for less money. On the other hand, local governments perceive the program as having lost a great deal of its flexibility and are placed in the unhappy position of having to lay off massive numbers of CETA workers.

## The CETA Titles

Probably nothing is more confusing to the CETA novice than the jargon of numbers and initials used to describe CETA programs. The amended CETA legislation passed in 1978 compounded the problem by changing title numbers and adding new acronyms and initials. The following is a brief description of the services provided under each CETA title administered by the prime sponsors:

Title II includes what are referred to as comprehensive employment and training services. The most frequently mentioned programs under Title II are II B and II D. Title II B includes the following:

1. Classroom training
2. On-the-job training
3. Work experience
4. Services to applicants
    a) outreach
    b) intake

5. Employment and training services

   a) orientation to the world of work
   b) counseling
   c) employability assessment
   d) job development
   e) job search assistance
   f) job referral and placement
   g) Targeted Jobs Tax Credit eligibility determination and referrals
   h) vocational exploration program

6. Supportive services

   a) health care and medical services
   b) child care
   c) transportation
   d) temporary shelter
   e) assistance in securing bonds
   f) family planning services
   g) legal services
   h) financial counseling and assistance

7. Post-termination services

Participants in classroom training components of the II B program are paid allowances. Those enrolled in on-the-job training and work experience are paid wages.

The Comprehensive Plan delineates which of the Title II services the prime sponsor will provide and at what levels. The services themselves may be provided directly by CETA staff or they may be provided under contract, as described in the preceding section, by an outside agency. Frequently, the prime sponsor issues Requests for Proposals to community agencies for contracted services, and the resulting applications are reviewed by the staff and approved by the planning council.

Title II D is one of the two public service employment (PSE) programs in CETA. Title II D is identified as addressing the problem of structural unemployment suffered by individuals even in a growth economy, as opposed to temporary unemployment resulting from a downward turn in the economy. Title VI, the countercyclical public service employment program, includes a trigger mechanism which ties appropriation levels to projected national unemployment rates. However, eligibility requirements for the two public service employment programs differ only slightly (II D requirements are more restrictive) and they are usually administered together as one program.

As noted earlier, the 1978 CETA amendments tightened eligibility requirements considerably for PSE participants. They must now meet both a stringent definition of unemployment and an income test. In addition, a new provision called the average annual wage coupled with restrictions on supplementation of CETA wages means that only in exceptional circumstances will PSE employees be paid more than approximately $7,200 a year, a figure which is adjusted for local wage rates. The maximum wage allowed is still $10,000, but the average of all wages paid to PSE employees may not exceed the average annual wage. As a practical matter, most prime sponsors have set the average annual wage as the upper limit for each PSE employee. Further, agencies employing PSE participants may no longer supplement the CETA wage by more than 10 percent of the maximum, or $1,000. The intent of these changes is to make PSE jobs available and attractive only to lower income and lower skilled persons who need them most.

When prime sponsors were informed of the changes, many feared they would be unable to spend their allotments under the new PSE guidelines. Where CETA eligible persons must support families or find an incentive to leave welfare or unemployment insurance, filling PSE jobs at the average annual wage presents problems. Further, most good jobs in the public sector, i.e. those that provide real opportunities for skill development or transition to the unsubsidized job market, pay entry-level wages well above the average annual wage. CETA prime sponsors were concerned that the PSE program could fund nothing but "make work" or unskilled positions. A new requirement, that 10 percent of the prime sponsor's PSE allotment be spent on training, permits some opportunity for skill development for PSE participants.

The new provisions of the PSE program have also challenged the concept of PSE projects. Fifty percent of all PSE money must be spent on projects, defined in the regulations as "a definable task or group of related tasks which will be completed within eighteen months, has a public service objective, will result in a specific product or accomplishment, and would otherwise not be done with existing funds." While PSE projects lack the flexibility of PSE positions and require somewhat more paperwork, their ostensible advantage is that they permit the hiring of supervisory-level employees with CETA funds. In fact, however, since the new average annual wage provision applies to PSE projects as well as PSE positions, project operators cannot pay the wages to attract skilled persons to fill supervisory positions. Project supervision, therefore, must be provided by the operator from among his or her regular staff.

The public service employment program, combined with Title II's comprehensive employment and training services, makes up the bulk of CETA's expenditures. In addition, CETA Title IV supports programs targeted for youths aged 14-18, although because of child labor and compulsory education laws very few youths under 16 are actually served. Title VII is a demonstration program, newly-authorized in the 1978 legislation, designed to promote the involvement of private industry in manpower programs. It

provides for the establishment of Private Industry Councils (PIC's) in each prime sponsor's jurisdiction. Title III is a national discretionary program administered by the Secretary of Labor. It funds projects for persons facing particular employment-related disadvantages, such as displaced homemakers, persons of limited english-speaking ability, the handicapped, public assistance recipients, and offenders.

## The Participation of Offenders in CETA Programs

As noted above, offenders are designated by CETA as one of the groups of persons facing particular employment-related disadvantages. Specifically, CETA defines offenders as requiring "assistance in overcoming artificial barriers to employment resulting from a record of arrest or conviction." Further, because of their background, most offenders easily qualify for CETA programs according to income and employment criteria. Until recently, incarcerated offenders were not considered unemployed in determinations of eligibility for CETA programs. However, the new regulations have changed this so that inmates are now eligible for training and services even before their release.

While federal regulations specifically target offenders, each local prime sponsor is required to serve only the significant segments of their communities. Included in each prime sponsor's comprehensive plan is a statistical breakdown of the various target populations along with projections of the number of persons in each group the prime sponsor intends to serve during the planning period. Therefore prime sponsors whose jurisdictions include a substantial number of offenders are obligated to serve them as a significant segment and are often willing to fund offender programs. For example, since more prisons and consequently more offenders are located in rural areas, the Balance of State prime sponsor designates offenders as a significant segment and assigns them extra points in determining eligibility for CETA programs. As might be expected, the interview with the representative of the Balance of State prime sponsor revealed a willingness to fund special programs for offenders.

Most respondents to the questionnaire, however, indicated that no special efforts were being made by their organizations to recruit or place offenders in CETA programs. Several admitted that they believed offenders have unique difficulties competing for both CETA jobs and jobs in the open market, but their counselors did not seem to be aware of offenders' special needs or of legal restrictions against their holding certain types of jobs. In other words, while respondents believed special help for offenders was needed, in most cases, they did not believe it was being provided. Prime sponsors whose plans did include special programs or treatment for offenders seemed to have one thing in common -- they all had active advocates for offender programs either on the planning council or the CETA staff.

Title II B comprehensive services and public service employment projects are the most suitable CETA sources for the funding of offender programs. Title II B affords greater flexibility than PSE projects, especially in relation to hiring a qualified program staff. PSE projects, however, may be quite useful for providing lower-level staff support to ongoing offender programs. Offenders who qualify may also be hired to staff PSE projects. Applicants should keep in mind that while offenders are a designated target group for CETA, the CETA program addresses their employment needs specifically and cannot be expected to fund broad offender programs unless they include a substantial employment component.

# CHAPTER VI

# SURVEY OF THE LITERATURE

The most effective way of helping offenders and ex-offenders in their readjustment to society may lie in community-based treatment programs. Such programs provide special services which cannot be provided by traditional correctional programs and which can be operated at a much lower cost. A variety of programs are in use today to help ease an offender into community life. These programs provide job placement, training, counseling and educational opportunities for the offender.

The following brief descriptions of selected offender programs which are being operated all over the United States illustrate the great variety in strategies and approaches characteristic of the field of community corrections.

## Pretrial Intervention Program

The pretrial intervention program located in Dade County was funded through the Florida Governor's Council on Criminal Justice using funds made available by the Law Enforcement Assistance Administration (LEAA).

The objective of the program is to provide services to selected youthful offenders. Services include personal counseling, vocational training, job placement, educational assistance and drug rehabilitation.

Evaluation results gathered during the period of January 17, 1972, to July 18, 1974, revealed that pretrial intervention is effective in reducing recidivism as compared to cases which proceeded to prosecution and disposition. The pretrial intervention program also proved to be less costly than processing a case in the traditional manner.

## Juvenile Resource Center

The Juvenile Resource Center (JRC), located in New Jersey, is funded by Camden County Employment and Training Council, State Law Enforcement Planning Agency and the State Manpower Services Council.

The JRC deals with the problems of young people involved with the juvenile justice system. Participants do not reside at the center but attend daily at the beginning and less often as they become educated and job-ready.

The 160 young people enrolled in the JRC during its pilot year had committed 518 crimes prior to their enrollment. After one year with JRC, this same group of youngsters had committed only eighteen minor offenses, twenty obtained General Equivalency Diploma (GEDs) and seventy obtained employment. Four entered college and seven entered the military.

Career Employment Exploration Program

The Career Employment Exploration Program was funded by CETA Title VI. Located in Georgia, the program was developed in July 1978 to meet the needs of the prison and pre-release center residents. The program provides the offender with information on career opportunities. Since the development of the program, 132 offenders have been assigned to the program. Seventy-five percent have completed the program, 50 percent of those have found employment.

Weekender Project

This project, located in Larimer County, Colorado, was funded by CETA Title VI, and Larimer County provided funds for supplies, tools and in-kind services.

Misdemeanants were removed from jail on weekends and assigned to build public recreation areas, assist the elderly in home repairs or provide repair services for local nonprofit agencies. Total benefits have been estimated at $13,000 for Larimer County taxpayers during the initial nine months.

The weekenders paid back their time and gave to the community lasting public services. The project proved to be a beneficial rehabilitation program.

After successful completion of the project, the funding was picked up by the Larimer County Commissioners and all CETA counselors became full-time permanent county employees.

Intervention and Aftercare Program

This is a CETA Title II program sponsored by the Orange County CETA Office and is operated by the Orange County Office of Court Alternatives. Offenders scheduled for release from jail are interviewed and their needs and abilities are assessed. These persons are then directed to the available human service agencies, including those which provide employment counseling.

Family Therapy

In 1971, the McLennan County Adult Probation Department in Waco, Texas, contracted with the Psychology Department of Baylor University to begin a program of group counseling for adult probationers. Funding was provided by a grant from LEAA administered through the State Criminal Justice Division.

It was the philosophy of the department that many probationers have problems, inadequacies, and unmet needs that require professional

service. Along with adult education, driver training, job placement and other services, the department developed a program in which certain probationers were selected to attend six compulsory group counseling sessions at the university. After six sessions the probationer could continue with six more sessions and receive individual, family or marital therapy or take vocational and psychological tests. Students served as therapists and consultants.

The preliminary results of the evaluation of the program were extremely favorable.

Federal Probation. March 1978. "Family Therapy: An Innovative Approach in Rehabilitation of Adult Probationers," page 40. Donald J. Wendorf.

## The Bakery 1972

Hennepin County Court Services in Minneapolis faced the fact that certain clients failed to report to the Probation Office at the downtown Courthouse. In 1972 the county opened a decentralized Probation Office in an effort to reach those clients. The Neighborhood Probation Services, nicknamed the Bakery, provides a less bureaucratic approach to court-related problems.

Most of the clients at the Bakery are 18 to 25 years old, members of minority groups, and suffer economic and social discrimination. Clients are referred to the Bakery by the courts or the Central Probation Office.

Since its establishment in 1972, the Bakery has extended its services. There are Alcoholics Anonoymous and Narcotics Anonymous groups. There is also a driver's license program and a self-concept improvement program.

In April 1977, the total number of persons being serviced by the Baker was 583.

Federal Probation. March 1978. "The Bakery: Probation Reaches the Inner City." Gary M. Meitz. page 50.

## PREP

The Probation Rehabilitation and Employment Program (PREP) is the latest development in the Safer Foundation's 6½ year effort to motivate ex-offenders and find them jobs.

The Safer Foundation is a nonprofit organization which has its headquarters in Chicago. Its principal program is operation DARE (Direct Action for the Rehabilitation and Employment of Ex-Offenders) which is funded by the Illinois Law Enforcement Commission in conjunction

with the Illinois Department of Corrections. Since its beginning in 1970, DARE has placed some 6,000 parolees in jobs or training positions.

The Safer Foundation developed PREP in 1975 to serve the men and women probationers under the supervision of the Cook County Adult Probation Department. Emphasis is placed on motivating the probationer to revise his or her lifestyle so that he/she does not become involved with the criminal justice system again. The program also seeks to motivate clients to work and develop careers.

PREP statistics show that during the period of October 1976 to April 30, 1977, there was a 60 percent successful job placement rate.

Federal Probation. September 1977. "The Probation Rehabilitation and Employment Program." Henry R. Cellini, John Giannini, Debra L. Wright, Dan Coughlin. Page 42.

## Community Service as a Condition of Parole

Probationers are required to perform community services during the entire period of probation. A judge imposes such a sentence and the probation office prepares a list of public and charitable agencies that might be interested in receiving the services of probationers. The amount of work imposed on the probationer is equivalent to one eight-hour day per week. Performance reports are made on the probationer frequently.

As of June 1977 the program in Memphis had 53 probationers. In only two cases was probation revoked and incarceration imposed for poor work performance. In a few instances, a few probationers have been employed by the agency for which they had previously worked without pay.

Federal Probation. December 1977. "Community Service as a Condition of Probation." Bailey Brown. Page 7.

## Delinquents at Sea

The Florida Ocean Service Institute, a private agency, serves delinquents either placed on probation or parole, or under suspended sentence. These young people between the ages of sixteen and nineteen learn about the sea -- oceanography, navigation, deep-sea diving, tides, erosion, marine biology, etc.

The projects are arranged by contract with the state government, the Army Corps of Engineers and other bodies interested in oceanographic problems. These projects are serious and worthwhile and would otherwise be given to a research institute or carried out by the government itself.

The success of the first school organized by the Institute has led to the establishment of three other units in Florida, including one in Jacksonville, the Jacksonville Marine Institute, 725 South Main Street, Jacksonville, Florida, 32207.

The Prison Journal. Volume 54. Summer/Spring 1974. "Alternatives to the Traditional Institution." Benedict S. Alper. Page 47.

## Community Sponsor Project

The goal of the Community Sponsor Project in Pennsylvania is to encourage more communication between the institution and the community in order to improve the potential for effective rehabilitation of criminal offenders.

Interested community members called community sponsors are recruited to work on a one-to-one basis with selected residents throughout their incarceration and subsequent parole. The community sponsor is a valuable source in providing information about the resident's home and community and in helping the resident prepare for release.

The Prison Journal. Volume 56. Autumn/Winter 1976. "How to Organize a Community Sponsor Project." M. V. Lewis, D. E. McKee, L. T. Goodstein, A. O. Beamsderfer, J. J. Kaufman. Page 18.

## Food Training

In June 1977, Union Local 69, the Prison Apostolate of the Catholic Charities of the Archdiocese of New York, and the Eastern New York Correctional Facility developed a food training program at the Eastern New York Correctional Facility.

It provides the individual with basic training, placement and additional training by Catholic Charities. Prison inmates seeking entry into the work force are given an opportunity, through Local 69 of the Hotel, Restaurant, Employers and Bartenders Union to obtain a definite job placement.

Since the beginning of the program, 22 men have been placed in various positions such as short order cooks, assistant cooks and executive chefs. Of the 22 men, 17 are still working in their assigned positions, four left for personal reasons and only one returned to prison.

American Journal of Corrections. January/February 1978. "Food Training Works in New York Thanks to Three Groups." Kenneth E. Hoffarth. Page 22.

Project GREAT

In July 1976, the District of Columbia Department of Corrections, the District of Columbia Parole Board and the Metropolitan Washington Board of Trade signed a cooperative agreement calling for the establishment of a vocational and job-placement program: Project GREAT (Guideline for Rehabilitation through Education and Applicable Training).

Project GREAT is located at the Lorton Reformatory. Upon the inmate's completion of the program and his arrival at release eligibility, the Parole Board agrees to favorably consider parole. As a third participant, the business community agrees to help the inmate secure community placement.

The first training program, auto-body repair, combines both classwork and on-the-job training.

Although the ultimate effect of Project GREAT on its students is presently unknown, the initial indication is that the community's involvement has been instrumental in the individual's reintegration into society.

American Journal of Corrections. May/June 1978. "Interested Community Interacts -- Business Leaders Offer Assistance." Mike Pearlman. Page 9.

PRAC Program

Since April 1974, inmates have received re-entry transitional services through a special program of the North Carolina Department of Corrections Division of Adult Probation and Parole. It is called Pre-Release and After-Care Services (PRAC).

Today the program has achieved remarkable success in the delivery of pre-release and post-release services to ex-offenders. The program provides re-entry, parole, pre-release training, unconditional release assistance and aftercare services.

American Journal of Corrections. May/June 1978. "North Carolina's PRAC Program is Working." Al Sigmon, Steve Martin, Ken West. Page 6.

COSOAP

A Comprehensive One-Stop Offender Aid Program (COSOAP) located in Cincinnati provides a multitude of services for the ex-offender under one roof.

The program is funded by LEAA, CETA, the city of Cincinnati and private foundations.

COSOAP has three major components -- intake and assessment, vocational counseling, and job placement.

This program utilizes over 200 companies in the Cincinnati area who are willing to hire ex-offenders.

COSOAP was originally planned to serve 600 ex-offenders annually but since its creation in 1974, it has provided services to over 1,200 clients annually. Over 200 ex-offenders have been placed in permanent jobs each year.

American Journal of Corrections. September/October 1978. "New Cincinnati Program Offers One-Stop Service." Mike McCartt. Page 22.

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# APPENDIX

## Glossary of CETA and Criminal Justice Terms

Average Annual Wage - refers to the average of the wages paid by CETA to public service employees. In most areas in Florida CETA has set a maximum Average Annual Wage of $6,635. Public service employees may be paid as much as $10,000 annually but the average wage for all public service employees may be no higher than $6,635.

Balance of State (BOS) - the agency which administers CETA programs for all counties which do not qualify to administer them on their own. Counties and cities must have a population of at least 100,000 to qualify as a "prime sponsor." The Balance of State prime sponsor administers CETA programs for 39 rural counties in Florida.

CETA - Comprehensive Employment and Training Administration - a division of the U. S. Department of Labor created by the Comprehensive Employment and Training Act (CETA) passed by Congress in 1973. It has a $10 billion budget and encompasses all federal manpower programs.

CETA Eligible - eligibility of CETA varies under different titles of the Act. Most participants must qualify under a definition of unemployment and a definition of economic disadvantage.

Community-Based Organization (CBO) - a private, nonprofit organization which is representative of the community and provides employment and training services. CBOs have a preferred status as operators of CETA projects and programs.

Cost of Supervision (COS) - a contribution which is made by an offender to the Florida Parole and Probation Commission to defray the cost of parole and probation services.

Countercyclical Employment - refers to the CETA Title VI public service employment program which provides temporary employment in periods of high unemployment which may be attributed to a downward turn in the economy.

Parolee - a prisoner who has been released from confinement on the condition that he or she conduct himself or herself according to certain rules. A parolee remains under the supervision of a parole officer for a specified period of time, after which his or her sentence is discharged.

Pre-trial Intervention - an alternative to further criminal justice processing. Court proceedings against a defendant are suspended while the defendant participates in a rehabilitation program.

Prime Sponsor - a state or unit of local government which is the primary recipient of CETA funds and the primary administrator of CETA programs. To qualify as a prime sponsor cities or counties must have a population of at least 100,000.

Private Industry Council (PIC) - an advisory council composed of representatives of business and industry which serves as an intermediary between the local employment and training structure and the business community. PICs are formed by CETA prime sponsors under CETA Title VII Private Sector Initiatives Program (PSIP).

Private Sector Initiatives Program (PSIP) - a demonstration program funded under CETA Title VII which utilizes a Private Industry Council (PIC) to plan and develop private, for-profit employment and training opportunities.

Probationer - a convicted offender, under a suspended sentence, who is given freedom during good behavior under the supervision of a probation officer.

Public Service Employment (PSE) - refers to the temporary employment of eligible persons in public agencies and private nonprofit organizations. CETA pays the salaries and fringe benefits of public service employees who are employed to fill individual positions within an agency or to staff special, short-term public service projects. Countercyclical public service employment is provided for in CETA Title VI. CETA Title IID public service employment is aimed at alleviating what is called structural unemployment.

Restitution - money paid to a victim by an offender. The Florida Department of Corrections currently administers a restitution program.

Status Offender - a juvenile who has committed a criminal act which would not be regarded as a criminal act if it had been committed by an adult. Truants and runaways, for example, are considered status offenders.

Structural Unemployment - unemployment which is suffered by individuals even in a growth economy.

# CETA Prime Sponsors' Survey

I. First, I'd like to ask a few questions about the structure of CETA.

A. Do you participate in a consortium? If so, with what other counties?

B. Describe where the CETA program fits into the organizational structure of the county.

C. To what extent are CETA services contracted out to other organizations?

D. Are employment and training services separated in the organization from the public service employment program of CETA? What formal or informal relationships exist between the two programs?

E. Describe the relationship between CETA and the Florida State Employment Service.

II. Now, I'd like to ask about employment and training services, especially as they are delivered to offenders.

A. Describe the referral relationships you have with probation and parole and other corrections officials.

In what other ways, and by whom, are offenders referred to CETA? In what other ways are offenders recruited?

B. Describe the intake process. Is it centralized? Are offenders handled differently than other clients? Is there a waiting list? If so, what special efforts are made to get offenders off the waiting list and into the programs?

C. What educational qualifications do you require for counselors?

Approximately how many times are clients (offenders) seen by counselors?

How heavy a caseload do counselors carry?

What other supportive services are provided to offenders, such as finding them a place to live, helping them get financial assistance, etc.?

Are employability development plans drawn up for each client? If so, to what extent do these plans take into consideration the special needs of offenders?

D. What types of programs do you have in which to place offenders? How many slots are provided?

Are there programs especially designed for offenders? If not, do offenders seem to end up in one type of training program rather than another?

How do the drop-out rates of offenders compare to those of other groups?

E. What special efforts have you made to place offenders that have been particularly effective? What efforts have you made that have not been very effective? What kinds of employers have been most cooperative in hiring offenders?

III. Now, I'd like to ask a few questions about public service employment.

A. PSE Jobs:

To what extent are offenders placed in public service jobs?

B. PSE Projects:

I understand that the new CETA regulations require that 50% of PSE money be spent on "projects," preferably in non-profit voluntary organizations. Is this a significant departure from present policy? If so, do you anticipate making any substantial changes in the PSE program?

C. What types of projects and in what types of organizations are you now funding? Are any of them specifically designed for offenders? Describe them fully.

D. What types of projects, and in what organizations, would you be willing to fund? How much money do you anticipate being able to spend on these projects?

# OFFENDER RESEARCH PROJECT: A HANDBOOK FOR DESIGNING AND IMPLEMENTING OFFENDER PROGRAMS

To help us better evaluate the usefulness of this handbook, the reader is requested to answer and return the following questions.

1. What is your general reaction to this document?

   ☐ Excellent ☐ Average
   ☐ Above Average ☐ Poor ☐ Useless

2. To what extent do you see the document as being useful in terms of: (check one box on each line)

| | Highly Useful | Of Some Use | Not Useful |
|---|---|---|---|
| Modifying existing projects | ☐ | ☐ | ☐ |
| Training Personnel | ☐ | ☐ | ☐ |
| Administering ongoing projects | ☐ | ☐ | ☐ |
| Providing new or important Information | ☐ | ☐ | ☐ |
| Developing or implementing new projects | ☐ | ☐ | ☐ |

3. To what specific use, if any, have you put or do you plan to put this particular document?

   ☐ Modifying existing projects
   ☐ Training personnel
   ☐ Administering ongoing projects
   ☐ Developing or implementing new projects
   ☐ Other: _____

4. Do you feel that further information is needed and desired on this topic? If so, please specify needs.

5. In what ways, if any, could the document be improved: (please specify, e.g. structure, organization; content/coverage; objectivity; writing style; other)

FOLD

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Jacksonville, Florida 32204

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FOLD

6. Your Name _____

Your Position _____

Organization or Agency _____

Address _____

Telephone Number: Area Code _____ Number _____